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# Centralization and Decentralization: The Relationship of Bureaucracy, Autonomy and the Principalship in Elementary Schools.

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**Boutté, Cheryl Berot, Ph.D.**

**The Louisiana State University and Agricultural and Mechanical Col., 1992**

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**CENTRALIZATION AND DECENTRALIZATION:  
THE RELATIONSHIP OF BUREAUCRACY, AUTONOMY  
AND THE PRINCIPALSHIP IN ELEMENTARY SCHOOLS**

**A Dissertation**

**Submitted to the Graduate Faculty of the  
Louisiana State University and  
Agricultural and Mechanical College  
in partial fulfillment of the  
requirements for the degree of  
Doctor of Philosophy**

**in**

**The Department of Administrative  
and Foundational Services**

**by**

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## FOREWORD

This study is an investigation of the principalship and how it functions in differing organizational structures. The entire history of our society can be examined from the perspective of the advantages and disadvantages of the centralization and decentralization of institutions. Because so many facets of our lives are influenced by institutions, the organizational structure of these institutions is of paramount importance.

No institution affects so many of us in such a profound way as the school. How the leadership of this institution is affected by the organizational structure in which it operates must be of equal importance.

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## ABSTRACT

Throughout the last decade, parents and communities have continued to press for more control over their schools in an attempt to improve performance. Members of the educational community have begun calling for school restructuring to return decision making power to the school site professionals. These calls for the decentralization of our highly centralized school systems have prompted educators, researchers and political scientists to examine the organizational settings in which schools operate.

This study investigated the influence of organizational structure, namely centralized bureaucracy and decentralized autonomy, on school leadership and the relationship of that leadership to the school's culture. The study was conducted in two phases. Phase I was quantitative and examined the managerial practices of the principal. Phase II focused on the school's culture as it is influenced by the principal and is a qualitative case study of four schools operating in both types of organizational structure as they exist in the public and private sector.

Phase I employed a survey with responses subjected to chi-square analyses. Ten administrative tasks were selected to determine if a relationship existed between the type of governance (public/non-public) and the perception of organizational structure (centralized/decentralized). Six of the tasks showed a significant relationship.

Phase II sought to discover the principal's role in shaping the culture of a school which operated in each organizational structure. Qualitative case studies were employed to focus on a school in each group. Sashkin's framework was employed in a cross-case analyses. In both the public and non-public sector, decentralization seemed to enhance the principal's role in the culture building process.

## CHAPTER I

### Introduction

Schools operate within organizational structures that may be seen to range along a continuum from centralized bureaucracies to decentralized autonomous organizations (Meyer and Rowan, 1978; Guthrie and Reed, 1986). The operation of schools in each structure takes on such different characteristics that it raises questions about the advantages offered by these polaristic management systems. The present investigation has grown out of recent calls by parents and educators alike for a shift in this managerial continuum from centralized to decentralized organizational structures. How this move toward greater decentralization and autonomy may relate to the administration of the school and the role of the principal is of interest as the current reform movements gain momentum.

Public schools usually operate within a centralized bureaucratic system; whereas, examples of decentralized autonomous schools may be found among the non-public sector. The present investigation is not an



examination of the public-private school debate, but an inquiry into how centralized and decentralized management agendas affect the principalship. Because examples of both types of structures exist, to some degree, within both the public sector and the non-public sector, it becomes necessary to choose schools from each to study.

#### Centralization.

Centralization and consolidation of the public schools have given this country institutions which, until recently, have been the envy of many other nations (Tyack, 1974). The school consolidation effort blossomed into a full-blown restructuring reform and reached its height in the first half of the 20th century. As the schools grew larger and became more consolidated, power was removed from the school site and placed under central boards and regulatory agencies to insure compliance and consistency (Callahan, 1962). Consolidation offered many advantages in an era driven by a "cult of efficiency", such as efficient delivery of instructional services, a higher quality of instruction, and the availability of special services

for special needs. Consolidation brought bureaucracy in an attempt to increase effectiveness and rationalize management (Guthrie and Reed, 1986). Weber's classical theory of organization undergirded many of the large state educational systems. Thus public, centralized and bureaucratic education became the "one best system" (Tyack, 1974).

Today, however, education in the United States is in the midst of crisis. Since the early 1960's, schools have been criticized for their ineffective performance and inefficient operation (National Commission on Excellence in Education, 1983). Criticism has come from every constituency of the educational community and the public. In answer to these concerns, governments (both state and federal) have devoted increased time and resources to discover the causes and solutions for these problems. Educators are equally frustrated over the crisis with which schools are confronted (Boyer, 1983); a crisis characterized by falling academic standards, a growing dropout rate, spoiled school environments and poor teacher performance (National Commission on Excellence in Education, 1983). The public has demanded change

and governments have responded with wave after wave of school reforms to remedy the very serious problems which exist in our educational system (Firestone, Fuhrman and Kirst, 1989).

In the early 1960's, states began to impose more and more regulations on the operation of the public schools (Doyle and Hartle, 1985). Legislatures and departments of education demanded tougher academic standards, teacher evaluation procedures and more stringent certification requirements for school personnel (Firestone, Fuhrman and Kirst, 1989). Research to determine the most effective practices was begun in earnest with agencies and educational researchers bringing their expertise to bear on the search for the "effective school" (National Commission on Excellence in Education, 1983).

In the 1980's, research agendas continued to be dominated by the search for effective school practices; however, other reform movements have also gained prominence (Firestone, Fuhrman and Kirst, 1989). Cries for accountability have caused states to implement evaluation procedures in an attempt to improve teaching practices. Career ladders are being tried and

abandoned throughout the country. Other reforms, such as site-based management, magnet schools and voucher plans, also have been instituted by some school systems (Cooper, 1988).

These reform movements have had meager success. The changes which have been made have been slow in coming and difficult to implement (Firestone, Fuhrman and Kirst, 1989). Therefore, a recent shift in focus to the importance of organizational structure has emerged (Katz, 1987; Boyd, 1991).

#### Decentralization.

Decentralization is one current organizational reform being considered and implemented by school systems looking for ways to make their schools more effective and responsive to the needs of their students. Various terms have been assigned to this reform, including "deconsolidation", "restructuring", "redesign", "site-based management", and "privatization" (Lindelow, 1981; Bacharach and Conley, 1986; Guthrie, 1986; Liberman, 1989). Researchers from many perspectives have advocated the return of control to the school site and the school staff.

This concern for local control and the growth of staff professionalism was reflected in organizational theory developed by researchers such as Lewin and Mayo in the human relations approach which emphasized social and psychological motivation of the staff for greater productivity. Later organizational theory would lead to the open systems approach and a concern for the environment in which the school operates. The impact of environment on schools would cause some researchers to characterize schools as "loosely coupled" systems (Weick, 1976).

Goodlad (1983) called for school autonomy as a way of reinvigorating our schools and the professionals who deliver educational services. He believes the "principal should be the captain of the ship" and in command of the vision and direction of the school. Much of the "effective school" research has pointed to the principal as the change agent most able to initiate innovation and reform (Firestone & Wilson, 1985; Teddlie, Kirby and Stringfield, 1989). Teacher professionalism and empowerment have been encouraged as a means of improving school productivity (Darling-Hammond and Wise, 1984).

Decentralization may help to encourage this catalyst for change. Others have argued that the concept of team leadership may be more likely to exist in less bureaucratic systems (Burbules, 1986). Foster (1986) calls for this type of power sharing and questions whether hierarchical organizations can provide the proper environment for this to occur. Teachers are often found at the bottom of an incredibly bureaucratic culture in which schools operate.

Throughout the last two decades, parents and communities have continued to press for more local control over their schools in an attempt to improve performance and to seek solutions to the many problems which plague our nation's educational system (Fantini and Gittell, 1971; Coons and Sugarman, 1978; Cooper, 1988). In response to this call for local control, researchers have begun to examine the effects of centralization and decentralization on varying aspects of school practices (Cooper, 1988; Fantini and Gittell, 1971; Guthrie, 1986; Rogers, 1982; Firestone, Fuhrman and Kirst, 1989).

### A Shift in the Managerial Continuum.

As parents, communities and minority groups continue to press for more control over their schools, educators have responded by calling for restructuring designs which return power to the school site (Guthrie, 1986). An investigation into the operation of such restructured schools seems warranted. Hopefully, such a study could shed some light on how these types of schools operate and what relationship decentralized autonomy might have to the principalship and its role in shaping the school's culture.

Schools are vulnerable to their environment and are often forced to change in midstream without the privilege of foresight; schools need to possess the ability to control their boundaries to a certain degree and institute change in an orderly planned framework (Lightfoot, 1983). Loosely coupled organizations such as schools are decentralized in many aspects and sensitive to their external environment (Weick, 1982). If the present decentralizing reform does produce a shift in the managerial continuum, it would be beneficial to examine existing models of decentralized

autonomous schools and their relationship to the principalship and its role in the school culture.

Educational research has attempted to locate effective practices, but the dilemma of implementation remains. Policy makers have designed programs to address desired changes, but have often failed to get to the root of the problem. Unfortunately, actual school improvements have been slow in coming. This may be due to the fact that little attention has been given to the organizational structure itself (Chubb and Moe, 1990; Meyer and Scott, 1983)). The present organizational structure inspires "mysterious reverence" and this may account for the lack of any serious examination of it (Wycliff, 1990). The existing educational system has become institutionalized into American society and completely legitimized. Any change would seem to violate the norm. Until now, the bulk of reforms has been designed to be implemented by schools operating within centralized bureaucratic structures. Perhaps one overlooked avenue of investigation into our faltering educational system is the very organizational structure in which many schools operate.



School restructuring will greatly affect the leadership role of the principal. Researchers have identified dual functions of the principalship (Firestone and Wilson, 1985). These functions have been characterized in various terms such as managerial practices or critical functions (Schein, 1985) and culture building (Sashkin, 1988). As reformers institute change in organizational structure, the functions of the principal may change accordingly.

The problem which this study addresses is the relationship of the principal to the organizational structure in which it operates. The literature suggests that these two opposing structures, centralized and decentralized, are inherently different and their varying characteristics affect the organizations and their staffs in very distinctive ways. The research questions which are posed by this study are suggested by the competing organizational theories of Weber and Lewin as they relate to the dual functions of the principalship described by Firestone and Wilson. This dual function of the principal consists of managerial practices and the cultural building role.

### Statement of the Problem

Researchers have identified the principalship as a key variable in school operation, but little is known about the relationship of the organizational structure to the practices of the principal. Typically, policy makers have relied on the established bureaucratic structure within which to make improvements. However, the organizational structure may be in need of change before such improvements can be realized. The structures in which schools operate range from centralized bureaucratic systems to decentralized autonomous schools. The structure which best enables sound managerial practices and enhances the role of the principal in shaping the culture of the school is in need of study as policy makers move toward reform.

### Purpose of the Study

The purpose of this study is to investigate the influence of centralization and decentralization on the managerial practices of the school principal and their role in the school's culture. The study will examine the relationship of bureaucracy, autonomy and the principalship in elementary schools.

### Research Questions

This study will seek to answer three questions. To answer question one, the study will use a survey instrument to determine if a relationship exists between governance and organizational structure in key administrative tasks. The ten selected tasks were chosen to represent categories of managerial practices. The instrument will be administered to selected members of the school staff in each school included in the sample population. Question two will involve case studies of selected schools. The remaining research question attempts synthesize information from the first two.

1. Is there a relationship between the type of governance (public/non-public) and the school staff's perception of organizational structure (centralized/decentralized) as it applies to the administrative tasks of the principal and measured by the Administrative Tasks Questionnaire?

- a) There is a relationship between the type of governance and the perception of organizational structure in the development of school philosophy.
- b) There is a relationship between the type of governance and the perception of organizational structure in the assessment of curriculum needs.
- c) There is a relationship between the type of governance and the perception of organizational structure in the supervision of instruction.
- d) There is a relationship between the type of governance and the perception of organizational structure in the development of policy regarding parent participation.
- e) There is a relationship between the type of governance and the perception of organizational structure in the establishment of disciplinary policy.

- f) There is a relationship between the type of governance and the perception of organizational structure in the preparation of the school budget.
- g) There is a relationship between the type of governance and the perception of organizational structure in providing opportunities for professional growth.
- h) There is a relationship between the type of governance and the perception of organizational structure in the establishment of promotional practices.
- i) There is a relationship between the type of governance and the perception of organizational structure in hiring practices.
- j) There is a relationship between the type of governance and the perception of organizational structure in planning for growth of the school plant.

2. In what way does the principal's role in shaping the culture of the school differ in a centralized bureaucratic organizational structure and a decentralized autonomous organizational structure as they exist within public and non-public school systems?
  
3. Can any important similarities or differences be determined between the principal's managerial practices and the role of the principalship in shaping the culture of the school in each organizational structure as they exist within public and non-public school systems?

These last two questions form only a general outline for inquiry. It is anticipated that in answering these types of questions (descriptive and exploratory qualitative research), reorganization and reconstruction of research questions may take place as the research progresses (Marshall and Rossman, 1989).

Definition of Terms

For the purposes of this study the following definitions will be used:

'Centralization'                      "...the concentration of power and administration to higher levels within the territorial jurisdiction of the organization" (Smith, 1984).

'Decentralization'                    "...the delegation of power and administration to lower levels within the territorial jurisdiction of the organization" (Smith, 1984).

**'Bureaucracy'**

"...an organization which provides an orderly framework for the conduct of business. Features of this type of organization are a division of labor, a hierarchy of authority, rules and regulations, and an impersonal career orientation" (Weber, 1947).

**'Autonomy'**

"...condition of a group whose governing order is established by its own members on their own authority" (Weber, 1947).

**'Organizational Structure'** "...an account of how

resources are used, activities controlled and purposes achieved...within an organization's cultural environment" (Meyer, 1983).



'School Principal'

"...the institutional head responsible for establishing technical requirements of the job, articulating the mission of the organization, shaping its culture, and protecting and maintaining organizational integrity" (Hoy and Miskel, 1987).

'School Culture'

"...the beliefs, language, rituals, knowledge, conventions, courtesies and artifacts...of any group. They provide the framework upon which the individual constructs his understanding of the world and himself... part is factual, perhaps the greater part, is mythical" (Bates, 1981).

### Limitations

This study will not deal with student characteristics such as race or socioeconomic status. Nor will the present effort examine differences in curriculum which may exist within differing school systems.

The schools chosen for study cannot be expected to be "ideal" representatives of the organizational structure in which they operate. Rather, they can be expected to be the "most typical" representative of the two types found within the chosen sample (Patton, 1990).

The recommendations stemming from the present study should not be construed as broadly generalizable. Case studies typically have only situational applicability. This contextual fit has been referred to as "transferability", or the degree to which it is dependent upon the similarities between contexts (Lincoln and Guba, 1985, pp. 297-298). The findings of this study may be applicable only to like environments.

Finally, and perhaps most importantly, this study is not an exploration of public versus private schooling. Examples of types of organizational structure are connected to publicly and privately operated schools. We may find centralized bureaucratic structures and decentralized autonomous structures in both the public system and the private sector.

#### Significance of the Study

Parent groups, educators and researchers have continued to call for the return of control to the school. School improvement may be unsuccessful in the present school organization (Guthrie, 1986). Diverse groups such as the National Governors' Association, the Holmes Group and the National Commission on Excellence in Educational Administration (UCEA, 1987) have called for a restructuring of school organization. As policy makers move toward restructuring, an investigation into the relationship of centralized bureaucracy and decentralized autonomy to the school principalship should be fruitful for organizational reform.

### Design of the Study

The first three chapters present: the problem of the study; literature review and background for the research; and a discussion of the design and methodology employed. Chapters four and five set forth an analysis of the data. Chapter six presents the conclusions.

The study was conducted in two phases. The first phase is quantitative in nature and seeks to gather empirical data on the relationship of the type of governance and the perception of organizational structure to the managerial practices of the school principal. The second phase is qualitative and employs the method of naturalistic inquiry. Four case studies of schools, two in the public system and two in the private sector, was done. Using the data collected in phase one, the schools chosen were representative of the two organizational structures as they exist in the public and private systems. These case studies focused on the principalship and its role in shaping the school's culture.

## CHAPTER II

### Literature Review

This study is concerned with the organizational structure in which schools operate and how this setting impacts on the principal's managerial practices and role of culture builder in the school. The organizational structure of schools in this country is placed on a continuum from centralized bureaucracies to decentralized autonomous institutions. What was once considered the "one best system" has come under attack and researchers, educators, parents and even political scientists have begun to examine the centralized bureaucracies under which most schools operate (Tyack, 1974). Some have questioned whether needed reform can be implemented by a school leader who operates within this organizational structure (Chubb and Moe, 1990; Guthrie, 1986; Elazar, 1975). Calls for decentralization have been answered by those who continue to support the present system of centralization (Willie, 1990; Louis and Van Velzen, 1990).

A study of this nature examines areas which are overlapping and broad in scope. Qualitative studies usually have several bodies of related literature. The areas of centralization-decentralization, bureaucracy-autonomy, the principalship, and school culture are examined.

### Centralization and Decentralization

The literature on centralization and decentralization is broad and rich. These subjects are not only of interest to educators but social scientists who view the continuum of centralization and decentralization as a framework for the operation of our entire society (Hart, 1972).

Before the 1850's, schooling was a local affair. Organizational control issues were handled by people closest to each school. Authority was very decentralized, which afforded the lower classes and ethnic groups control over their schools (Cremin, 1980). Coleman and Hoffer (1987) present the case of community control in molding effective schools. Local schools reflected the heterogeneity of the nation and the autonomy enjoyed by the community and its schools

(Krug, 1969; Peterson, 1985). Community control of small rural schools was valued by farmers and townspeople alike during this period (Bailey, 1915). The education of children was looked upon as the responsibility of the community and its citizens (Cubberley, 1927). The early history of education tells the tale of competition among organizational models. Katz (1987) discusses four of these alternatives: paternalistic voluntarism, democratic localism, corporate voluntarism and incipient bureaucracy. The middle of the nineteenth century would see the last of these models becoming prominent.

By the 1850's, school officials had begun to call for the consolidation and centralization of school districts. These early efforts were not very successful and were interrupted by the Civil War. As the nation recovered from this tragedy, renewed efforts to consolidate single schools into a centralized system were intensified (Katz, 1970). The turn of the century saw the consolidation effort blossom into a full blown restructuring reform (Tyack, 1974). This reform movement was nationwide, with even the rural South participating (Maxcy, 1976). This consolidation and

the role of the Progressive Movement is well documented (Cubberley, 1920; Callahan, 1962; Cremin, 1961; Cronan, 1973).

Consolidation and centralization of schools into district or county systems offered many advantages. Cubberley (1927) cited schools run by able, well-trained administrators, installation of good business practices and the end of flight to the urban areas as reasons for consolidation. The early attempts at centralization centered around establishing state boards which would facilitate consolidation and capitalize on the many advantages of centralization (Keesecker, 1950; Cubberley, 1927). Concerns over social problems and needed societal reform would cause reformers like Mann and Conant to call for more centralization such as the comprehensive high school (Conant, 1961). By the 1950's, school consolidation reached its peak.

By the mid-1960's, however, school consolidation would come under attack (Tyack, 1974; Katz, 1971; Bowles and Gintis, 1976). Minority and other interest groups began to call for more local control of their schools and the educational programs being offered to



their children. The participation ethos has always been sacred to the American political process and the control of the schools is even more so (Elazar, 1975). Highly centralized systems found it difficult to adapt to the needed changes precipitated by the changing student body and curriculum of this decade (Rogers, 1982; Boyd and O'Shea, 1975).

The movement toward decentralization of the public school systems began in the 1960's for two main reasons: a) a concern by civic groups and minorities over the unresponsiveness of the bureaucracy, and b) the inefficiency and "diseconomies" of the expansive centralized systems (Rogers, 1982, p.16). Fantini and Gittell (1971, p.250) believe that the answer to minority under-achievement and apathy can only be addressed by the community control movement. Moreover, many believe a decentralized system makes it possible for educators to provide better services, strengthen accountability and be responsive to public demands (Hart, 1972). Political decentralization, examples of which have occurred in Chicago and Kentucky, has resulted in a legitimate shift in the power associated with school governance (Triche, 1992, p.231).

Communities and interest groups have continued to call for more control over their schools and pushed for decentralization strategies which would accomplish that (Ravitch, 1983; Liberman, 1980). Educators have come to believe that decentralization can bring about needed changes in our system (Goodlad, 1983; Liberman, 1989, Chubb & Moe, 1990).

On the other hand, critics of the decentralization movement argue that school systems are not huge ineffective bureaucracies, but rather loosely coupled organizations (Weick, 1982). More decentralization would only lead to less accountability and less effective practices. School policies are not made by entrenched bureaucrats with no interest in the organization, but rather often developed by members of every constituency in the organization (Meyer and Rowan, 1978). The present system does not standardize instruction or coordinate activity as the decentralists contend.

Nevertheless, decentralization plans have been approached by school systems in various ways in an attempt to reap the benefits they may provide. Some large public school districts have decentralized their

systems with varying degrees of success. Chicago, New York, Detroit and Los Angeles are examples of decentralized public systems. Wisconsin has adopted a voucher system to offer choice to students. Restructuring designs have been proposed which range from site-based management, magnet schools, privatization and schools of choice (Guthrie, 1986). Choice is quickly becoming the most extensively proposed strategy for decentralization (Raywid, 1990; Coons and Sugarman, 1978). Advocates of schools of choice in all its forms believe that our present public school system needs revitalization and that power is deposited with a bureaucracy which no longer serves the system well (Raywid, 1990; Guthrie, 1986). President Bush called for schools of choice and criticized the existing public bureaucracy in his January 1991 State of the Union address. Bush's new proposals in America 2000 outline ways school systems can return power to the school and become more responsive to their students.

### Bureaucracy and Autonomy

Schools in this country operate within organizational structures which can be characterized as either centralized bureaucracies or decentralized autonomies. These two organizational structures may be compared on several important dimensions: authority and decision-making; constituents and clients; and heteronomy and autonomy.

Bureaucracy is centralized and authority is delegated according to rules and regulations defining who can make decisions (Weber, 1947). Officials who hold authority have the right to make policy which is binding on everyone (Wirt and Kirst, 1982). These policies give little leeway for professionals to exercise any decision-making power (Campbell, 1980; Maxcy, 1991). This type of setting tends to be highly centralized with authority resting on the concept of legitimacy (Hoy and Miskel, 1987). A bureaucratic hierarchy is a system of accountability in which attention is given to compliance with regulations (Jacques, 1976; Weber, 1947). Bureaucracy is designed to insure stability and legitimize control (Perrow, 1986). Authority is exercised to ensure compliance

within a system which is a top-down hierarchy (Jacques, 1976).

Autonomies are decentralized and the delegation of authority is limited in scope (Chubb and Moe, 1990). Organizations make decisions for themselves and not for a system whose interests must be served first. They allow for a pluralism in American educational culture (Meyer and Scott, 1983). Institutions are dependent upon providing a product that other people want (Smith, 1985; Liberman, 1989; Coons and Sugarman, 1978). Authority and decision-making are vested within the organization and not a hierarchial system. Public influence is felt through the choices which are exercised by the organization's clients (Devins, 1989; Elmore, 1988).

It is the American ideal that democracy is a system designed to give constituents what they want (Chubb and Moe, 1990). For the constituency in power that may be true. For others, democracy gives constituents what society as a whole wants. Schools may not be what parents and students want, but what certain interest groups in power want (McConnell, 1966; Schattschneider, 1960; Olson, 1965). Bureaucracies

operate under this premise. Parents and students are only a part of the constituency which must be served in a large bureaucracy (Olson, 1965). Schools are agencies of society as a whole and not just certain groups (Chubb and Moe, 1990).

Autonomous organizations, on the other hand, are seen as responsive to their clientele and the natural selection of choice (Friedman, 1981; Coons and Sugarman, 1978). Consumers have the exit option which exercises enormous control on the autonomous institution and determines its success or failure (Hirschman, 1970). The autonomous institution must be sensitive to its clients and the professionals who staff the organization (Chubb and Moe, 1990). Schools in this organizational structure may foster the professionalism of the organization's staff; whereas, the educator's role may be compromised by the codes and hierarchy of the bureaucratic organization (Maxcy, 1991; Cody, 1971). Peters (1990) calls for autonomy (decentralization) by asking that "bureaucrats...and their over-blown, over-complicated, and over centralized techniques get off the backs of teachers

and...hold them accountable to an empowered principal and an engaged community (p.57)."

The most important dimension of organizational structure is the issue of heteronomy versus autonomy. Schools operating within each of these two structures naturally take on the characteristics imposed by their management system. Centralized bureaucracies are heteronomous and must be concerned with implementing the large body of rules and regulations which govern their systems and measuring performance to insure compliance (Moe, 1984; Chubb and Moe, 1988; Weber, 1947; Bailey and Adams, 1990). They must also be concerned with formal constraints which will insure that their authority will continue. These features of a centralized bureaucracy and their effect on schools have been well documented (Moe in Chubb and Peterson, 1989; Williamson, 1990; Perrow, 1986).

On the other hand, decentralized autonomies may be in a better position to comply with the needs and wishes of their clients (Friedman, 1981). Site administrators are in a better position to exercise authority; higher level administrators have little to contribute (Goodlad, 1984; Seeley, 1991; Sizer 1989).

Education is a "bottom-heavy" organization with skills and expertise present in the school with professionals trained to deliver services (Freidson, 1986). Schools in this type of organizational structure may allow professionalism to flourish.

Both of these managerial systems have inherent drawbacks for fields such as education. Boyd (1991) likens both systems to economic models which are influencing our way of viewing educational organizations and administration. He believes we are in the midst of a paradigm shift which will redefine the entire field. This new economic paradigm points to problems within the bureaucracy such as "tyranny by the majority" (Katz, 1968) and issues of equity associated with autonomies (Bredo, 1988). This shift to economic models in policy is well evidenced (Clark and Astuto, 1986; Ball, 1990 and Kerchner and Boyd, 1988).

In summary, these two organizational structures can be compared on an essential issue of interest: bureaucracies project the interests of the groups which define policy; whereas, autonomies emphasize the consumer's interest in an attempt to survive (Chubb and Moe, 1990; Hirschman, 1970; Ellmore, 1988).



### The School Principalship

The school principal has consistently been identified as a significant factor in good schools (Fullan, 1982; Manasse, 1985; Boyer, 1983; Chubb and Moe, 1988; Deal, 1987; Dwyer, 1984; Firestone and Wilson, 1985; Deal and Peterson, 1990). Sweeney (1982) reviewed eight extensive studies on whether principals made a difference in the school. The evidence clearly indicated that the principalship is an important variable positively associated with school outcomes. Leithwood and Montgomery (1982) found that effective principals had clear educational goals and high expectations of teachers and students. The research is extensive on the role of the principal in schools (Fulton, 1982; Manasse, 1985; Russell, Mazzarella, White and Maurer, 1985; Rutherford, 1985). Ronald Edmonds (1979), noted "effective schools" researcher, believes there are some bad schools with good principals, but there are not good schools with bad principals.

Good schools and the principals who head them have strong missions and a clear vision (Chubb and Moe, 1990; Rutherford, 1985; Lightfoot, 1983; Blumberg and Greenfield, 1980). Leadership is the quality which

should inspire and motivate others toward organizational and personal goals (Sashkin, 1987; Guthrie and Reed, 1986; Sergiovanni, 1986). Sashkin (1988) calls for the principal to be a visionary who helps to create a cultural ideal. Slater and Doig (1988) describe an entrepreneurial role for the principal.

Some have called for principals with a "moral imagination" and the vision of a value set which can be served (Greenfield, 1987). Others have questioned this idea of a moral expert in the person of the principal. However, most research on leadership does describe some intangible, perhaps immeasurable and indescribable quality of foresight which must be present for effective leadership (Maxcy, 1991).

Principals are change agents. They are, for some theorists, the most influential innovator in the school (Hall, Hord, Huling, Rutherford and Stiegelbauer, 1983). How change comes and which changes are made is often determined by the principal (Chubb and Moe, 1990; Lightfoot, 1983). Some researchers contend that the cultural context of the school may determine the extent

of the principal's role as change agent (Wimpelberg et al, 1989; Hallinger & Murphy, 1986; Goodlad, 1983). They must decide which demands to deflect and which ones to accommodate. Principals often disregard directives from the central office when it interferes with the effective operation of their school (Stringfield and Teddlie, 1988).

The social system and the discourse between the principal and staff determines the level of professionalism afforded teachers (Cherryholmes, 1988). The question remains as to which structure may best foster this empowerment and professionalism. Burbules (1986) points out that a bureaucratic organization is not conducive to empowerment of teachers and calls for a participatory, decentralized type of organization. On the other hand, the hierarchy and specialization of a bureaucracy insures job responsibility and accountability of the staff (Weber, 1947).

Principals also help define the school climate and culture (Dwyer, 1984; Sashkin, 1987; Deal and Peterson, 1990). Peterson (1988) states that principals are particularly important to culture building because of

the nature of the organization and its structural, temporal and technical properties. Firestone and Wilson (1985) believe that the principal's "symbolic activity" affects the way teachers and students feel about their school and permeates every aspect of school life. Strong cultures can promote school effectiveness and principals contribute to such cultures. Symbol, ritual and myth can all be used by the leader to gain commitment to the organization's goals (Pettigrew, 1979). Successful schools articulate the values and reinforce the culture of their clients (Bates, 1987). Deal and Peterson (1990) state that culture is related to school productivity, teacher morale, and even public confidence; furthermore, principal's shape this culture and the culture shapes the principal.

Thus, educational research describes principals as factors essential to the operation of good schools, visionaries, change agents, facilitators of professionalism, entrepreneurs, and builders of culture themes. How are the roles and responsibilities of the principal practiced in centralized bureaucratic systems as compared to those principals who operate within decentralized autonomous schools? Is the principalship

delineated by the organizational structure in which the school operates? Anderson (1968) describes the principalship as a bureaucratic position; Aho (1971) and Chubb and Moe (1990) see the need for shared influence and interaction. Should the role of the principal be specified and rationalized (Weber, 1947) or defined by the staff, students and parents of the school (Chubb and Moe, 1990)? Each setting offers some advantages but also has some inherent disadvantages.

The principal is an integral part of any school regardless of the structure in which the school operates. The advantages and disadvantages of the system describe the limits of the role and the part the principal plays in the development of the school culture. As restructuring is implemented, the new configurations will certainly add some uncertainty to the leadership role (Slater, 1988). An examination of schools already operating in each of these organizational structures will hopefully shed some light on the function of the principalship and the distinctiveness of its role in each structure.

### School Culture and the Principal

Examining organizations through the cultural perspective is not new. Mayo (1945) and Barnard (1938) discussed the importance of norms and values in the workplace in their research during the 1930's and 40's. Philip Selznick (1957) also viewed organizations as "institutions infused with values". Lewin's studies explored how interventions within the organization could shift social norms to become more effective (Owens, 1987). In the 1960's, Halpin and Croft (1962) popularized the term "organizational climate" in their research on elementary schools. Later, Clark (1975) would call this same phenomenon "organizational saga". By the end of the 1970's, researchers like Rutter (1979) would emphasize the idea of "ethos" in studying the effectiveness of high schools. Organizational research has recognized the impact of culture on the life and effectiveness of institutions. Deal and Kennedy (1982) believe that the culture of the organization provides stability, fosters certainty and solidifies order and predictability.

By the 1980's, the cultural perspective in examining administrative and leadership theory had been established in many research agendas. Quantitative scientific inquiry has failed in many respects to account for practical knowledge of administration (Sergiovanni, 1984). Researchers have now turned to this perspective in an attempt to understand organizations; and, leadership has become viewed as a form of cultural expression. Sergiovanni (1984) believes this perspective is particularly important in understanding loosely structured organizations. Schools are loosely coupled (Weick, 1976) and allow teachers to work independently. This calls for personal commitment which is a cultural matter (Sergiovanni, 1984).

The cultural perspective and its impact on leadership theory has received much attention in recent research. Leadership is viewed in a more qualitative image (Sergiovanni, 1984) and as a part of community. The leader is seen as a symbol to communicate shared values (Deal and Peterson, 1990). The leader seeks to identify and nurture group centers in an effort to build unity and order (Sergiovanni, 1984).

The impact of culture on the values of the school and the school principal is undeniable. Schein (1985) states that the concept of culture will aid in the understanding of both the organization and the individual. Organizations must cultivate their identities by shaping values, making heroes and practicing rituals (Deal and Kennedy, 1982). Values are the bedrock of any organization and often responsible for their success when members embrace and act on these values. A strong culture describes behavior for members of the organization (Deal and Kennedy, 1982) and allows them to identify with the values of the group. These values influence the effectiveness of the organization and how members are treated. These cultural values identify the core mission and bring consensus to it (Schein, 1985).

Culture and its impact on leadership are both complex concepts. How these influence each other is difficult to discern. Deal and Peterson (1990) state that leadership shapes culture and culture shapes leaders. Leaders are often asked to create and encourage symbols that give meaning to the organization. Principals cannot simply be



administrators but culture builders (Sashkin, 1988). They must be visionaries who incorporate organizational values within a vision. Leaders embed and reinforce cultures (Peterson, 1988). Sarason (1971) maintains that the life of a school and the quality of its culture is in large part a function of the principal. Leaders are those who master the context (culture), not surrender to it (Bennis, 1989). Much of the research of the last decade emphasizes the role of the principal in the shaping of the school culture and the success of the school.

Principals are also change agents and are often responsible for initiating change. This change requires altering, to some degree, the organizational culture. As reform initiatives are undertaken, school administration may shift from the traditional forms of "bureaucratic" control toward "ideological" control based upon the manipulation of school culture (Bates, 1987). Duignan (1985) advocates the manipulation of culture in the pursuit of excellence. He suggests that administrators may create a "culture of high expectations" within schools to offset declining standards.

As popular as this new cultural perspective may be, it must be pointed out that many researchers continue to support competing perspectives to leadership and its role in organizational life. Much of the literature continues to support perspectives which reflect a high concern for efficiency, the person and politics. The efficiency perspective emphasized "good" management and the scientific theory of management principles (Taylor, 1911). The person perspective relies on the theories of human resources management (Mayo, 1945). Lastly, the political perspective deals with the interplay of the organization and its environment (Cohen and March, 1974).

In summary, organizational culture and leadership are being viewed in a new perspective. The recent literature has given a great deal of attention to this new perspective of organizational research. Its prominence seems assured in the future (Sergiovanni, 1984).

### CHAPTER III

#### Design and Methodology

The purpose of this study was to examine the relationship among centralized bureaucracy, decentralized autonomy and the principalship. Meyers and Scott (1983) state that organizational structure and environment frame the operation of schools in all aspects of their life and culture. In American schooling, centralization supports the tenets of the bureaucratic theory regarding the management of organizations and does not recognize the significance of "culture"; whereas, decentralization tends to reflect practices highlighted by human resources management theory (Hoy and Miskel, 1987) and grants more importance to the concept of organizational culture. These two organizational perspectives and their relationship to the principalship were the theoretical structure for this study.

The study was conducted in elementary schools. It focused on the principal's role in the operation and culture of the school. The two organizational perspectives are examined using this framework.

### Theoretical Framework

Coordinating and controlling the operation of organizations usually assumes one of two competing organizational theories: classical bureaucratic theory or human resources management theory. Organizations operate, to some degree, under the tenets of one of these two differing theories. How these theoretical tenets define the organizational structure and its influence on the principalship serve as the theoretical structure of this study.

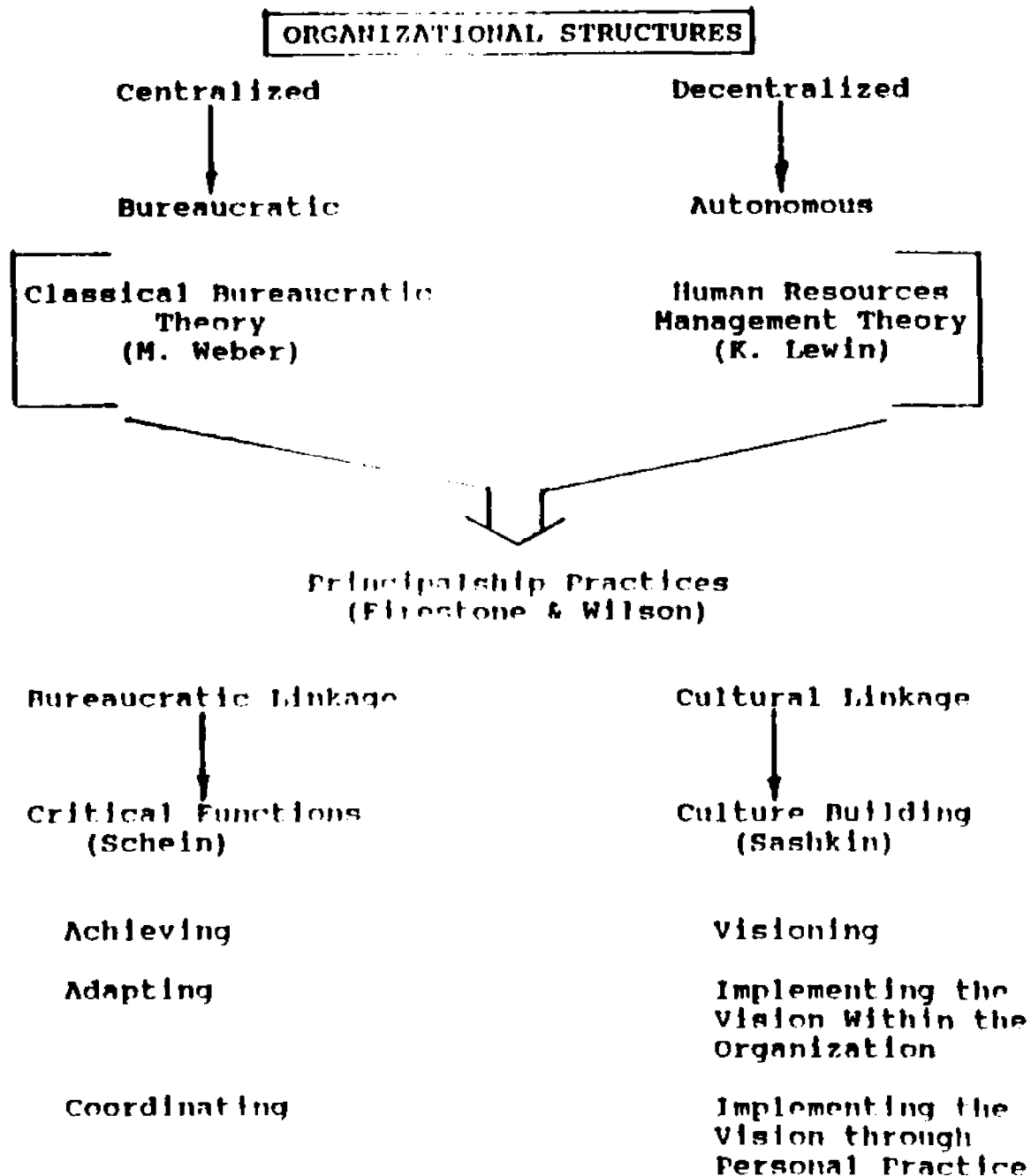
Organizations, whether centralized and assuming tenets of bureaucratic theory or decentralized and assuming human resource management techniques, impact on all aspects of school life. This study is concerned with their impact on the principalship. Educational leadership has been defined by Firestone and Wilson (1985) as having both bureaucratic and cultural linkages. The present investigation uses this dual concept of the principalship. The bureaucratic function of the principalship may also be identified as the managerial practices or tasks necessary to keep the organization operating. Schein (1985) identifies these tasks as critical functions and categorizes them as

achieving, adapting and coordinating. The cultural function of the principalship is concerned with the role of the principal in the culture of the school. Sashkin (1988) describes this role as visioning, implementing the vision within the organization and through personal practices.

Schein's critical functions which he based on Parsons' (1960) general theory of social systems are those functions which every organization must perform. The function of achieving is defined as tasks necessary to accomplish the goals of the organization. The adapting function is tasks necessary for the organization to function in the setting in which it operates. Lastly, coordinating is tasks necessary for the organization to effectively operate.

Sashkin's cultural function mirrors, to some degree, these same categories. Visioning is creating the ideal image of the school. Implementing the vision involves developing programs to put the vision into practice. Personal practices involve specific actions of the leader which create and support their vision.

The following figure illustrates the theoretical structure of the present study.



**Figure 1.** Theoretical structure of the present study.

Centralization is the organizational structure earmarking most school operations. Most centralized school systems have become large bureaucracies which operate under the assumptions of the classical bureaucratic theory of organizations (Owens, 1987; Hoy and Miskel, 1987). Bureaucracy encourages hierarchical authority with top-down communication, rules and procedures, and clear plans and schedules which are monitored by supervisors (Weber, 1947; Hoy and Miskel, 1987; Jacque, 1976).

In the last half century, American school systems have become larger and more centralized. Centralization has brought with it more bureaucratic control and taken away from the individual school more and more discretionary decision-making power (Meyer and Scott, 1983). Decisions are made in the state legislatures or education departments and handed down to district superintendents who have large corp of supervisory staff to insure that principals and teachers implement these decisions. This same hierarchy may be present in private systems such as church supported schools where diocesan decisions are implemented in member schools.

This centralized bureaucracy and the tenets of bureaucratic theory naturally frame the practices of the individual principal. The bureaucracy outlines the decision-making power, personnel constraints and practice agendas of the principal. The hierarchical control in the bureaucracy removes some key decision-making power from the school principal and staff and places it with far removed supervisors who have little first hand knowledge of the school and its culture (Burbules, 1986; Chubb and Moe, 1986; Greer, 1977).

As directives are handed down from the central office, the principalship becomes a middle-management position necessary to carry out implementation. Principals and teachers have little control over methodology and curriculum and can do little to adapt these to the school clientele (Gallups, 1977; Guthrie and Reed, 1986; Meyer and Scott, 1983). Professionalism of the staff may be minimized (Sergiovanni, 1987). The bureaucratic structure of the organization forms a very specified setting in which the school must operate to be in compliance with the values of a centralized system (Bacharach and Conley, 1986).



Though many school systems operate in a seemingly bureaucratic structure, there are aspects of bureaucracy which are not characteristic of educational organizations. Weick (1982) describes schools as loosely coupled organizations where many tenets of bureaucracy such as inspection and evaluation are not present. Thus, centralized school systems do exhibit tightly coupled characteristics in many aspects of their operation, but possess flexibility in other areas.

Decentralization is the second broadly defined organizational structure within which some schools operate. Decentralized, autonomous organizations define their own goals and depend upon members to implement those goals (Weber, 1947). The professionalism of the members is called upon to achieve the goals for which the organization stands (Meyer and Scott, 1983). Decisions are contained within the organization and its members are free to exercise decision making power to effectively achieve the goals of the group (Weber, 1947).

The decentralized autonomous organization can adopt the assumptions of human resources management

theory (Lewin, 1947; Perrow, 1986; Hoy and Miskel, 1987). Members become socialized in the values and goals of the organization through personal commitment to what the organization stands for and through empowerment to have some control over goal development and direction (Deal, 1987; Leithwood, 1990). The culture of the organization ritualizes what it stands for and allows the individual to identify with it (Bates, 1981). The culture, rather than rules and supervision, becomes the mechanism through which coordination and control are exercised (Chubb and Moe, 1990).

These two organizational structures, bureaucratic and autonomous, stand at opposite ends of a continuum just as do centralization and decentralization. Each may differ in their impact on the principalship and its dual role of bureaucratic (critical functions) and cultural (culture building) linkages. These functions may take on different characteristics in schools which operate in these two organizational structures.

### Research Design

This study was designed to examine the dual functions of the principalship in each organizational structure as they exist in both the public and non-public sectors (Firestone and Wilson, 1985). The study combined both quantitative and qualitative research methods. The quantitative phase examined the critical functions (Schein, 1985) or managerial practices of the principal. The qualitative phase studied the culture building role (Sashkin, 1988) of the principal.

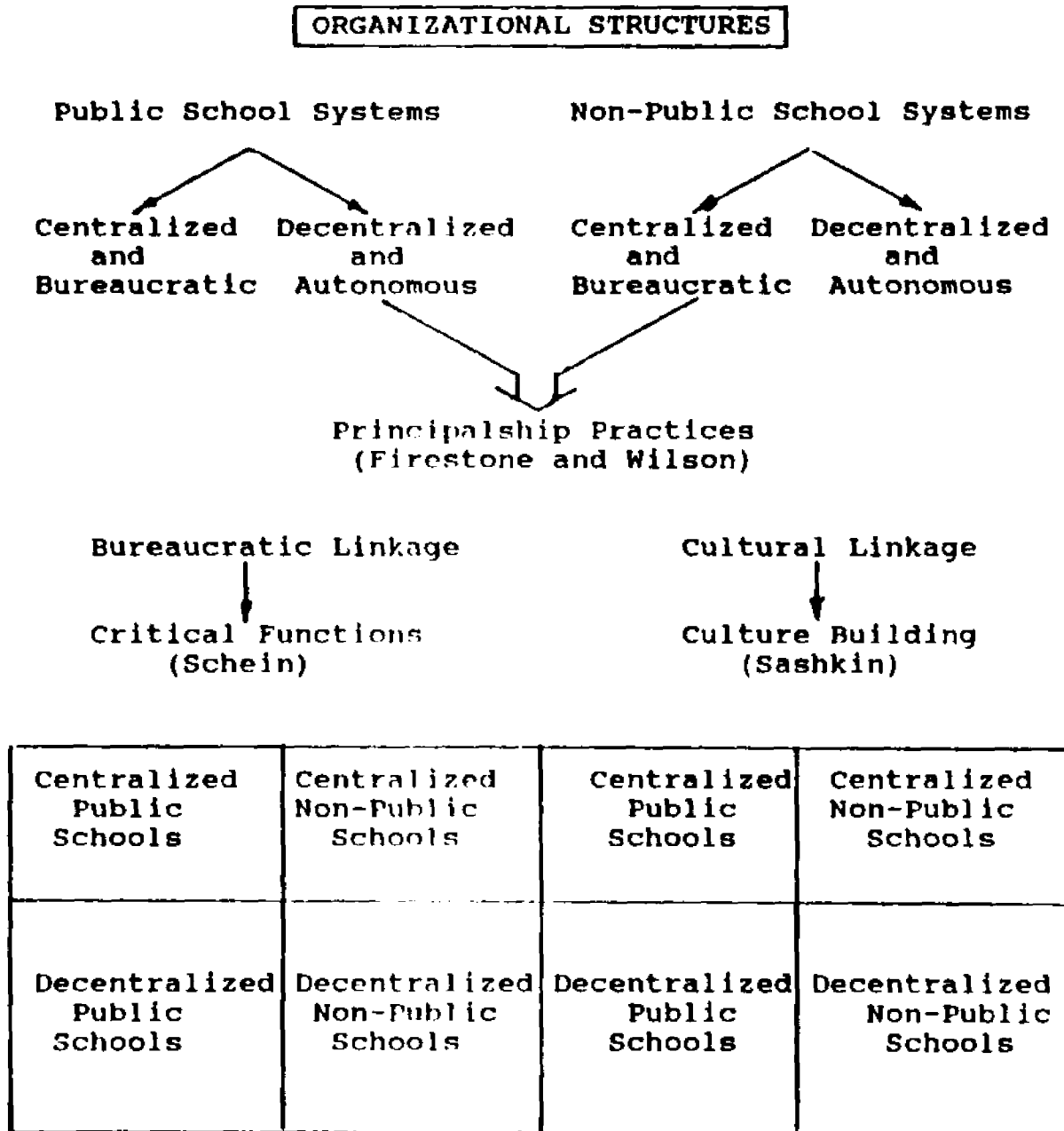
To better understand how organizational structures related to the dual roles of the principalship, it was necessary to examine school systems in both the public and non-public sectors. School systems were placed into two groups: 1) public school systems and 2) non-public school systems (i.e. Catholic and Episcopal school systems). From each group a representative sample of schools operating within both systems was drawn from the eight parish area of Acadiana in Louisiana to study the impact of organizational structure on the principalship (see Figure 3).

These structures, whether centralized or decentralized, exist to some degree in both public and non-public sectors. The school principal and a random sample of teachers from each school in the group were administered a questionnaire on administrative tasks to characterize their perceptions of the organizational structure in which their school operates within the respective system to which it belongs. The survey is included in Appendix B.

With the information gathered from the survey, schools in each group, public and non-public, were characterized as operating within one of the two organizational structures as they exist in each sector (see Instrumentation p.54). Thus, the sample population was placed into four groups.

These four groups served as the framework for the study. The bureaucratic linkage (critical functions) was examined by comparing the groups in the quantitative phase of the study; whereas, the cultural linkage (culture building function) was studied in the qualitative phase of the study.

The following figure illustrates the framework for the present study.



**Figure 2.** Framework for the present study.

### Phase I Quantitative Analysis.

This phase examined the role of the principalship that Firestone and Wilson (1985) call the bureaucratic linkage. Schein (1985) characterizes this role as critical functions or managerial practices. He identifies these critical functions as achieving, adapting and coordinating.

To study this role of the principal as it operates in each of the four groups (see Figure 2), responses on the administrative tasks questionnaire, given to principals and selected teachers, compared the type of governance and the perception of organizational structure as it relates to managerial practices of each group in the areas of Schein's critical functions. The data was used to do correlational studies of the four groups on this role of the principal.

### Phase II Qualitative Study.

This phase studied the other role of the principalship that Firestone and Wilson (1985) call the cultural linkage. Sashkin (1988) identifies this role as culture building and categorizes it as visioning,

implementation of the vision within the organization and in personal practice.

To study this role of the principalship as it operates in each of the groups (see Figure 2), four schools were chosen for case studies. Glass and Matthews (1991) call for such case studies to understand how bureaucracy and autonomy affect schools and to guide policy makers in their current experimentation in school restructuring. These case studies focused on the cultural function of the principalship as it operates within each organizational structure in both public and non-public systems. Spradley's Developmental Research Sequence (see Figure 5) served as the model for these case studies.

The four schools chosen were purposively selected to study settings which intensely characterized the organizational structure in each sector. Sashkin's framework was used to assist in a cross-case analysis.

### Instrumentation

This study placed schools into four groups. Schools within public and non-public systems were characterized as operating in centralized bureaucratic structures or decentralized autonomous structures. These four groups served as the framework for the study (see Figure 2). To identify the organizational structure in which the school operates, principals and selected teachers in the sample population were administered a questionnaire on administrative task areas initially developed by James E. Lyons at the University of North Carolina at Charlotte.

Lyons developed this instrument for a study which he conducted on principal autonomy (Lyons, 1987). The questionnaire was developed around task areas identified by Groton (1983) and designed to determine managerial practices and decision making of the principal. Reliability and validity ratings were not reported for the instrument. Permission to use the questionnaire is included in Appendix A.

The present study modified the instrument to adapt it to Schein's framework of the critical functions of the principalship. The administrative tasks were



grouped under the areas of achieving, adapting and coordinating. Also, the response categories were enlarged to include principal, school staff, central office and state government.

The content and face validity of the modified instrument was established by using a panel of professors within the educational administration department at University of Southwestern Louisiana. Once this was completed, the instrument was field tested on an appropriate population.

The field testing of the modified instrument was conducted in East Baton Rouge Parish in the State of Louisiana. This population was useful because it had many of the same characteristics of the sample population upon which the study was done. East Baton Rouge Parish exhibited similar socioeconomic diversity, work force variations, urban and rural schools and the existence of both public and non-public systems. This parish is also in the process of restructuring to establish site-base management in many of its schools. A random sample of principals and teachers in 5 of the 63 public elementary schools and 5 of the 20 non-public

elementary schools (i.e. Catholic and Episcopal) was included in the field testing of the instrument.

Once field tested, this questionnaire was administered to the principal and three randomly selected teachers from each school in the sample population (see Figure 3). The responses on this questionnaire were used to place selected schools within each system (public and non-public) into groups representative of the organizational structure in which they operate. Schools in each system whose respondents indicate on at least 51% of the items on the 40 item questionnaire that the principal's managerial practices were reflective of a centralized organizational structure by selecting the columns central office or state department was placed in the group characterized as centralized and bureaucratic. Accordingly, schools in each system whose respondents indicate on at least 51% of the 40 items that the principal's managerial practices were reflective of a decentralized structure by selecting the columns principal or school staff were placed in the group described as decentralized and autonomous.

### Phase I Quantitative Analysis.

This phase of the study examined the critical functions (Schein, 1985) or managerial practices of the principals in each group on administrative tasks and decision making in areas of achieving, adapting and coordinating. The instrument, initially developed by J.E. Lyons and modified, compared the perceptions of principals and selected teachers in each of the four groups on governance and organizational structure as it relates to the critical functions of the principalship.

The data was used to do correlational studies of the four groups with comparisons of the principal's responses, the teachers' responses and a combination of both.

### Phase II Qualitative Study.

Schools from each group were selected to participate in the case studies. The schools were "purposively" chosen (Patton, 1990, p.173) to be illustrative of the structures as they exist in the public and private sector (see Figure 2).

As in all qualitative research, the researcher is the instrument used to gather information. The

objective for this phase was to collect "thick descriptive observations" (Geertz, 1973) in an attempt to describe the organizational setting and its impact on the practices of the principal and its role in shaping the culture of the school. The case studies centered on the culture building role of the principal in each organizational structure within the public and non-public sector.

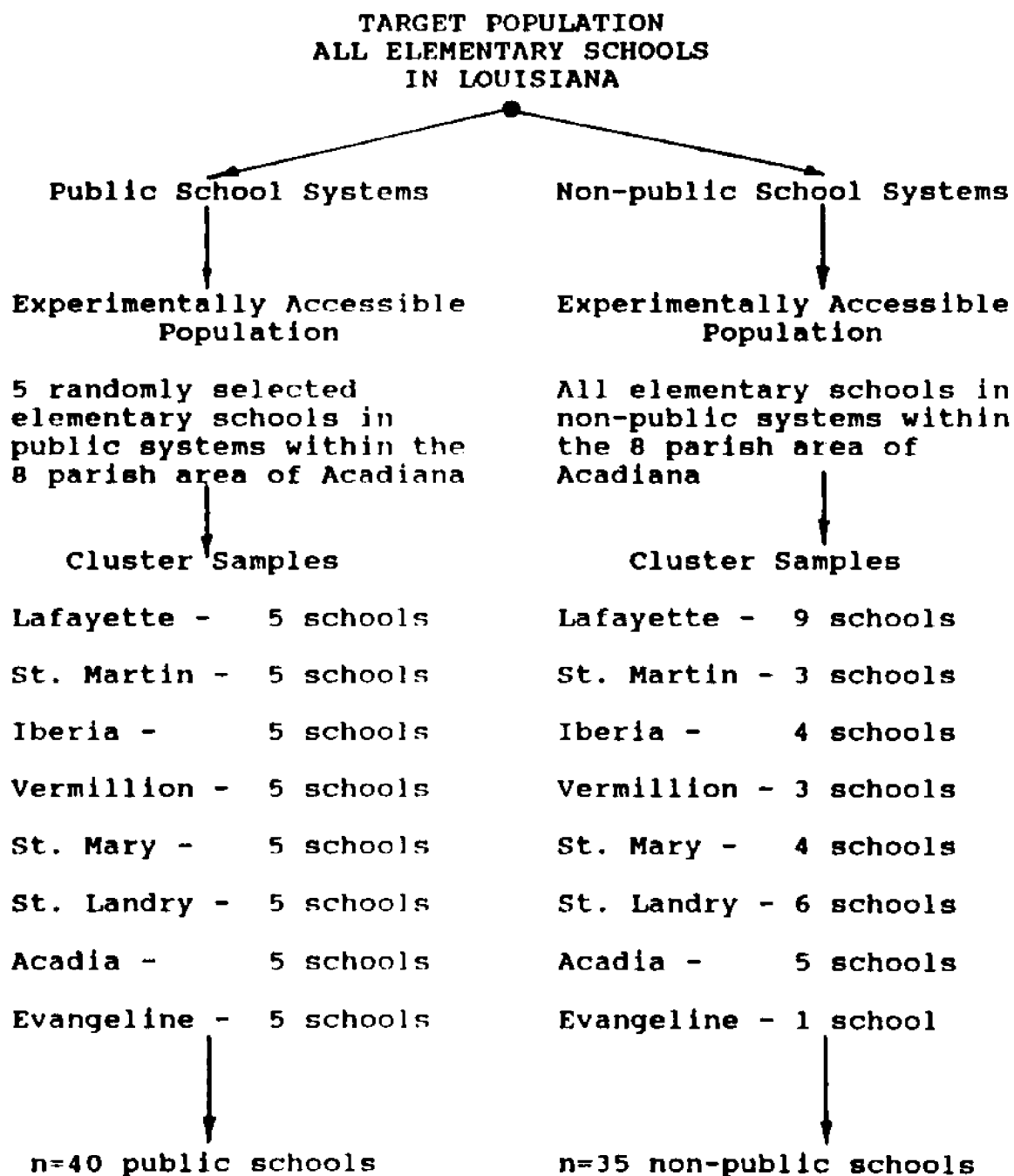
Schools in each of the four groups whose respondents indicated on at least 75% of the items on the 40 item questionnaire that the principal's managerial practices were reflective of the organizational structure, either centralized or decentralized, were candidates for the case study. These schools exhibited the phenomenon "intensely but not extremely" (Patton, 1990).

The case studies were conducted during two-week visits to each school. To insure internal validity, fellow graduate students agreed to participate in portions of the observations and interviews. Spradley's D.R.S. model was used to guide the case studies (see Figure 5).

### Population

The target population for this study was all elementary schools in Louisiana. However, the experimentally accessible population was elementary schools, public and non-public, in the eight parish area of Louisiana known as Acadiana. This area consisted of the following parishes: Lafayette, Iberia, St. Martin, St. Mary, St. Landry, Vermilion, Acadia and Evangeline.

The schools were divided into two groups:  
1) public systems and 2) non-public systems. A sample of 75 schools was drawn from these two groups. Figure 3 illustrates the sampling scheme which employed cluster sampling of schools from each geographic entity or parish.



**Figure 3.** Sampling scheme for the study.

This eight-parish area of Acadiana was considered representative of the state for a number of reasons. It contains parishes which are both urban and rural. The parishes have urban centers such as Lafayette and Morgan City which support commerce centers and the petroleum industry. The University of Southwestern Louisiana serves the area and provides research and professional services to the region. Agriculture is also a major part of the economy. Small cities and rural communities flourish in this area. The fishing industry provides many jobs for laborers throughout the area adding another dimension to the economy. Tourism has also developed in recent years. The parishes range from rather wealthy ones such as Lafayette and St. Mary to poorer parishes like St. Martin. The diversity in socioeconomic levels, urban and rural communities, a variety of economic activity and the presence of both a thriving professional community and a varied work force made this eight-parish region a good representative of the state as a whole.

The area also has a long established non-public school system. The predominately Catholic population has traditionally supported a rather extensive

parochial school system throughout the area. Other private school systems such as the Episcopal schools also have a long history. These two private school systems made up the non-public school population. Other private schools which exist are single units and do not belong to any "system". These schools were omitted from the population as they are not affiliated with an established group which could be either centralized or decentralized.

Catholic and Episcopal schools are parochial schools and operate within a system or diocese which incorporates them in the church structure. These schools are governed by individual boards with direction from the system or diocese.

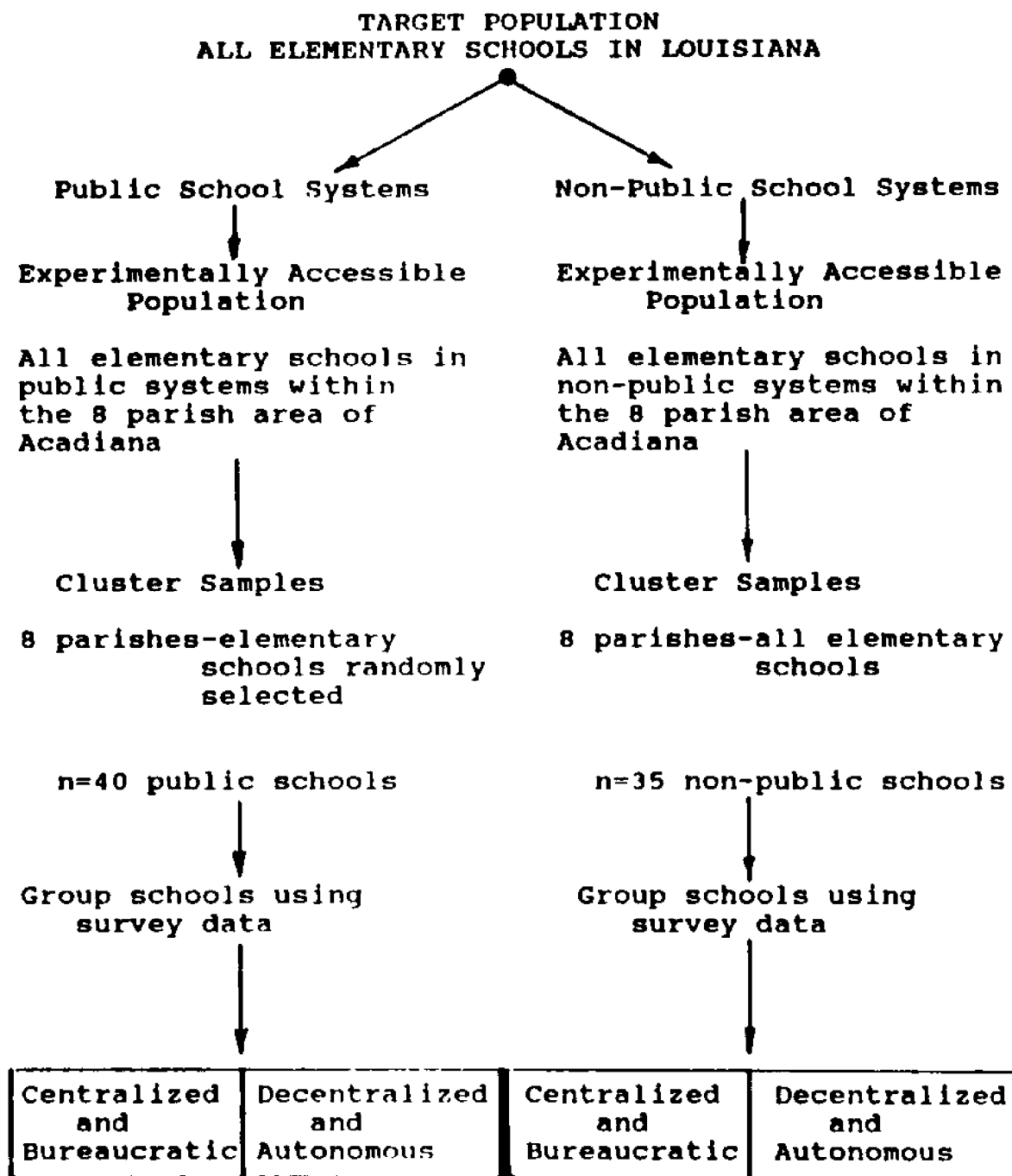
Louisiana is one of the few states which has such well defined public and non-public systems. Both systems flourish in this area and should provide a good laboratory for the study.

Principals and randomly selected teachers of the schools in each group were administered the questionnaire on administrative tasks. Schools in each group were characterized according to the responses as operating within a centralized or decentralized



organizational structure. The questionnaire consisted of forty items. Accordingly, if the respondents indicated on at least 51% of the items that the central office, or state department had more influence over policy variables, the school was characterized as centralized. If the respondents indicated on at least 51% of the items that the principal or school staff had more influence over policy variables, the school was characterized as decentralized. The responses to this questionnaire separated the schools in each system into groups of schools operating in each organizational structure.

Figure 4 illustrates the groupings for this study.



**Figure 4.** Grouping scheme for the study.

### Phase I Quantitative Analysis.

Schools in the representative sample were placed in each of the four groups according to the system of which they were a part and the organizational structure in which they operate as perceived by the principal and teachers. These groups were compared on the critical functions or managerial practices of the principalship by using the non-parametric statistic of chi-square.

### Phase II Qualitative Study.

A school in each group was selected for the case studies to examine the impact of organizational structure on the cultural function of the principal. Schools chosen for the studies were "purposively" selected to insure cases to illuminate the organizational structure. Patton (1990) recommends intensity sampling in qualitative research to choose information-rich cases that "manifest the phenomenon intensely, but not extremely". Schools whose respondents indicated on at least 75% of the items that the principal's managerial practices were reflective of the organizational structure were candidates for study.

### Data Collection

Permission to do the study was received from the superintendents of the public and non-public school systems in each of the eight parishes included in the sample at the beginning of the 1991 school year. Each principal was contacted by mail to explain the focus and scope of the study and to solicit their support.

Having gained permission from the school systems and the school principals, I mailed the questionnaire to each of the 75 schools and asked the principals to complete it. A cover letter accompanied the survey explaining the study and assuring the participants that all information would be kept CONFIDENTIAL.

After the schools were placed into the four groups according to the data received from the questionnaire, Phase I began by comparing the groups on types of governance and the perception of organizational structure.

When Phase I was complete, the schools were selected for the case studies in Phase II. Permission from the principals of the selected schools granted

access for the case studies. During some school site visits, a team of observers were present for portions of the observations and interviews to reduce threats to external and internal validity. This team consisted of fellow graduate students who had agreed to participate in the study and assisted in the collection and analysis of data. Additional observers help reduce the threat of experimenter bias to external validity and the extraneous variable of instrumentation to internal validity.

### Data Analysis

The analyses of the data employed methods from both the quantitative and qualitative paradigms. Phase I utilized quantitative methods to examine the bureaucratic linkage of the principal. Qualitative case studies examined the principal's cultural linkage in Phase II.

### Phase I Quantitative Analysis.

The questionnaire was administered by mail to the sample population in both groups of schools, public and non-public. The instrument yielded nominal, categorical data from the items which were designed to tap variables of managerial practices (e.g. critical functions) such as staff personnel, business management and policy development. Nominal data allows measures of central tendency such as the mode to be obtained.

The data received from the survey instrument was also used to draw comparisons between the four groups. Nominal data such as was received from the survey instrument can be used with a nonparametric statistic like chi square. Comparison of the four groups on certain variables of managerial practices might offer some insight into the impact of organizational setting on these practices or critical functions (Schein, 1985) as they exist within the public and non-public sector. These comparisons were done on the responses of the principals, the teachers and a combination of both.

### Phase II Qualitative Case Studies.

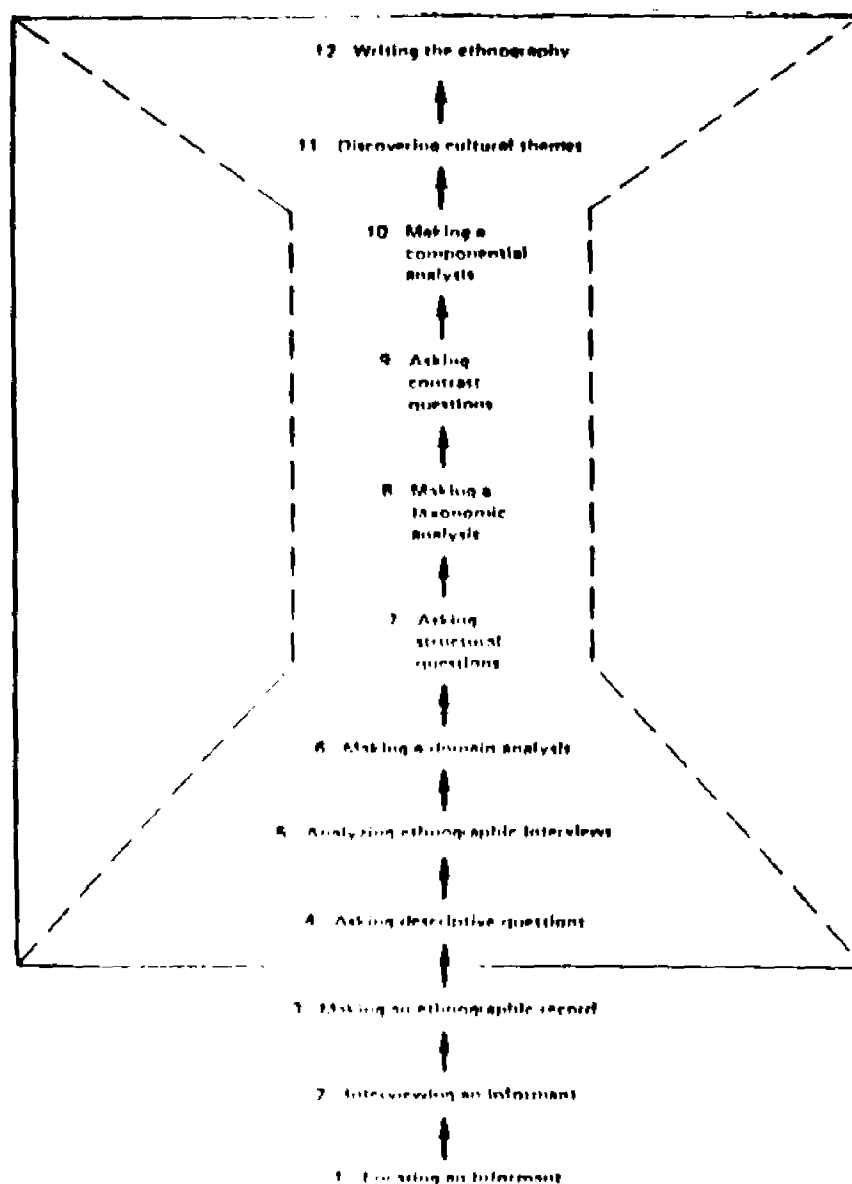
Certain aspects of educational research call for qualitative methods. One such area is organizational structures and problems (Borg and Gall, 1989; Marshall, 1989). Qualitative research methods are especially appropriate for understanding the total environment and how aspects of that environment impact on the culture of the organization. We cannot understand organizational phenomena without considering culture, both as a cause and as a way of explaining such phenomena (Schein, 1985).

Observational case studies were conducted on four schools "purposively" chosen from each group. This phase of the study centered around the culture building role (Sashkin, 1988) of the principal. The data collection methods utilized were non-participant observation, interview and document analysis.

The general outline for these case studies employed James Spradley's (1979) Developmental Research Sequence (D.S.R.). Spradley describes a 12 step method of ethnographic research in which the interview questions range from descriptive, structural and

contrast questions. Each interview question attempted to define more closely the information gained from the informant in an attempt to discover the cultural themes at work in the organization. The Developmental Research Sequence is illustrated in Figure 5.





The DRS steps begin with a wide focus. Then with Step 7 begin to narrow for intensive investigation of a few selected domains. The dotted lines inside the box represent this change in focus. They suggest that both a narrow and wide focus occur simultaneously, but with more emphasis on one or the other at various stages of research.

**Figure 5.** Spradley's Developmental Research Sequence.

**Note.** From The Ethnographic Interview (p.135) by J.P. Spradley, 1979, New York: Holt, Rinehart and Winston. Copyright 1979 by Holt, Rinehart and Winston. Reprinted by permission.

Observation and document analysis was used to triangulate the data in an attempt to provide "thick descriptive pictures" (Geertz, 1973) of these schools and the principal's role in the culture of the organization. Triangulation is one way qualitative studies insure the validity of their findings.

The study emphasized the two aspects of leadership practices outlined in theory. A combination of data collection methods attempted to discover how the principal practices the critical functions and culture building of leadership. These aspects or categories should help to define a general classification scheme used by the principal in the environment under study. As themes emerged, the study began to define emergent guiding hypotheses and to discover important questions, processes and relationships, not to test them. The testing involved searching for alternative explanations. Other explanations always exist. The data must be shown to represent the most plausible one.

The final step in the analysis of the data is the actual writing of the report. One approach is to relate practice to theory, summarize data, and link it to theoretical constructs (Taylor and Bogdan, 1984).

## CHAPTER IV

### Analyses of Quantitative Data

This study focused on the relationship of the principal to two different organizational structures of schools: centralized and decentralized.

Historically, researchers have been interested in principals as an important factor in the operation of the school, as well as how the school organizational structure influences daily school operations. Recent interest in school restructuring has promoted a new examination of the relationship of these three: principal, school organizational structure, and the operation of the school.

The study was conducted in two phases. Phase I was quantitative in nature and examined the bureaucratic linkage (critical functions) of the principal. Schein's framework was used to adapt a survey of these administrative tasks. This chapter presents the results from the field testing of the instrument and the quantitative analyses of the survey responses.

### Field Testing of the Instrument

Phase I of the study focused on the practices of the principals, termed "bureaucratic linkage" by Firestone and Wilson (1985). The administrative tasks or managerial practices performed are those that keep the institution in operation and stress continuity. Schein's (1985) administrative tasks framework was used in examining these practices. Schein attempted to identify and categorize tasks administrators must perform to assure the continued operation of the institution. These categories of tasks were identified as: a) achieving -- tasks necessary to accomplish organizational goals; b) adapting -- tasks necessary for the organization to function within the setting; c) coordinating -- tasks that were necessary for the organization to operate effectively and efficiently.

In order to examine the relationship of organizational structure to principal function, Phase I used a questionnaire. The purpose of the survey was to discover which administrative tasks, following Schein's framework, were performed by the principal and school staff, and which were relinquished to the central office (diocesan or State Department). The survey

instrument had a two-fold purpose: The first was to group schools according to centralized versus decentralized structures, and to locate these institutions within either the public or non-public sphere. The second purpose was to examine the relationship between the type of governance (public or non-public) and the perception of organizational structure (centralized/decentralized), by looking at key administrative tasks.

The questionnaire used in this study was a modified version of one developed by James E. Lyons (1987) at the University of North Carolina at Charlotte. Lyons' instrument was modified by tailoring forty of the response items to Schein's initial categories of achieving, adapting, and coordinating. The response columns were expanded to include the category of 'State Department' as well.

The modified instrument was submitted to a panel of three professors of education in the Department of Educational Foundations and Leadership at the University of Southwestern Louisiana to check items for content and face validity. The forty items included in Lyons' original survey were kept but ordered using

Schein's categories. The panel was given the background information on the original survey and Groton's research used by Dr. Lyons in developing the list of items. The items were then examined by the panel and placed in Schein's framework. Face validity was established by this panel and a group of teachers and principals who examined the instrument.

The validated instrument was then field tested in ten schools in East Baton Rouge Parish. East Baton Rouge Parish approximates the sample population in several ways. Most importantly, the parish is undergoing restructure and has well-established non-public school systems (Catholic and Episcopal).

Of the five randomly selected public schools chosen for field testing, three were selected from a list of site-based management schools and two were traditionally managed. From among the five non-public schools randomly selected, three were chosen from Catholic schools and two were Episcopal institutions. The field testing yielded a good response with eight of the ten participating schools returning surveys. The schools indicated positive responses with no indication that the instrument contained confusing or

inappropriate items. Returned surveys lent themselves to a preliminary analysis of the two purposes of the questionnaire. The field testing indicated that the survey would characterize the school so that it could be grouped according to its governance and organizational structure. The field testing also indicated that the responses could be used to conduct the chi-square analyses.

#### Phase I Quantitative Analyses

The sample population for this study has been selected from an eight parish area in Louisiana known as "Acadiana". This region, chosen for its varied characteristics of urban and rural areas, stratified workforce and a well-established non-public school system, is a good representative of the state as a whole. The sample population consisted of 75 elementary schools, five randomly selected public schools from each of the eight parishes and all of the non-public schools belonging to the Catholic and Episcopal systems in these eight parishes.

Elementary schools are defined as schools consisting of grade levels pre-kindergarten through eighth grade or any combination thereof. A list of all schools, public and non-public, in this eight parish area was obtained from the Louisiana State Department of Education with a list of the names of the staff. From this list, the schools were selected. The principal and three randomly chosen teachers in each of the selected schools comprise the sample respondents from 75 schools, 40 public and 35 non-public. Thus, there was a potential sample of 300 respondents from the 75 schools.

The questionnaire, mailed to the 75 schools, yielded a good response rate. The first response yielded a 52% return. The first follow-up produced a 64% return, with a second follow-up giving a total return of 73%. This response rate is similar to that reported by Borg and Gall (1989) as representative of rates reported in the literature.

The percentages of public and non-public school responses were almost identical. Teachers and principals from 29 of the 40 public schools responded for a 73% return. Responses of teachers and principals



from 26 of the 35 non-public schools were received for a 74% return. Thus, the population used in the data analysis consisted of 55 elementary schools both public and non-public in this eight parish area of Louisiana. The return rate of each system in the eight parishes is found in Table 1 and 2.

Table 1

Return Rate of Schools in the Experimentally Accessible Population of Public Schools

Parish	Public Schools in Sample	Number of Schools Responding	Number of Surveys Returned
Lafayette	5	2	8
St. Martin	5	3	12
Iberia	5	3	12
Vermilion	5	5	20
St. Mary	5	3	12
St. Landry	5	4	16
Acadia	5	5	20
Evangeline	5	4	16
Totals	40	29	116

Table 2

Return Rate of Schools in the Experimentally  
Accessible Population of Non-Public Schools

Parish	Non-Public Schools in Sample	Number of Schools Responding	Number of Surveys Returned
Lafayette	9	8	32
St. Martin	3	3	12
Iberia	4	3	12
Vermilion	3	2	8
St. Mary	4	3	12
St. Landry	6	2	8
Acadia	5	4	16
Evangeline	1	1	4
Totals	35	26	104

The 55 schools in the sample population responding to the questionnaire were elementary schools consisting of grades pre-kindergarten through eighth in any combination. This study focused on the principalship in elementary schools as they exist in the public and non-public sector. Information contained in Tables 3

through 6 characterize the 55 schools included in the study in terms of grade levels (Table 3), size of school (Table 4), faculty size (Table 5) and enrichment subjects offered (Table 6).

Table 3

Grade Levels of Schools in the Sample Population

<u>Grade Levels</u>	<u>Public</u>	<u>Non-Public</u>	<u>Totals</u>
Primary Schools PK-3rd	7	0	7
Elementary Schools PK-8th	19	23	42
Middle Schools 4th-8th	3	1	4
Middle/High Schools 6th-12th	0	1	1
Comprehensive Schools PK-12th	0	1	1

Table 4

Size and Enrollment of Schools in Sample Population


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<u>Enrollment</u>	<u>Public</u>	<u>Non-Public</u>	<u>Total</u>
0-249	8	7	15
250-499	13	13	26
500-749	5	3	8
750-above	3	3	6
Mean	405	646	392
Range	149-1032	125-900	125-1032
Standard Deviation	220	248	433

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Table 5

Faculty Size of Schools in Sample Population


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<u>Number of Teachers</u>	<u>Public</u>	<u>Non-Public</u>	<u>Total</u>
1-9	4	5	9
10-19	11	12	23
20-29	6	5	11
30-39	4	1	5
40-above	4	3	7

---

Table 6

Enrichment Subjects Offered in Schools in Sample Population

<u>Subject</u>	<u>Public</u>	<u>Non-Public</u>	<u>Total</u>
Music	15	18	33
Physical Education	20	23	43
Art	4	15	19
Foreign Language	16	12	28
Computer Education	9	23	32
Special Education	27	12	39
Librarian	25	25	50
After School Care	5	13	18

Initially, the survey was used to characterize these schools' organizational structure according to perceptions of staff members (principal and 3 randomly selected teachers). Schools were characterized as centralized if 51% or more of the combined survey responses indicated that the decision levels which govern administrative tasks were located with the central (diocesan) office or the state department. If 51% or more of the school's combined responses

demonstrated that the principal or school staff made decisions which regulated administrative tasks, the school was described as decentralized. Table 1 and 2 indicate the number of surveys received from schools in each parish. This method of characterization allowed the responding schools to be divided into the four groups needed for the study.

From the described criteria, the 55 schools were placed in the four groups for the study (Table 7).

Table 7

Four School Groups Characterized by Governance and Organizational Structure

	Centralized	Decentralized	Total
Public	13 schools 45%	16 schools 55%	29 schools 100%
Non-public	9 schools 35%	17 schools 65%	26 schools 100%

Using this criterion, only 40% of the schools overall were characterized as centralized with the remaining 60% operating within decentralized organizational structure. The second purpose of the survey was to examine the relationship of these key administrative tasks to the type of governance and the perception of organizational structure. Key tasks were chosen in each of Schein's categories (see Research Questions, page 12), four in the category of achieving, two in adapting and four in coordinating. The questionnaire yielded nominal data which were used in chi-square analyses described below.

These groups served as the basis of the research for this phase of the study. The relationship of organizational structure as it exists in public and non-public systems and the bureaucratic linkage (critical functions) of the administrator can be examined by focusing on key tasks as categorized by Schein (1985).

The data were examined for each key task from three perspectives. The responses to each item being considered were grouped as follows: first, according to the principals' responses; secondly, according to

the teachers' responses; and thirdly, according to a combination of the responses of both the principals and teachers. In each case, the relationship was the same for all three groups on the task considered. Therefore, the data were presented for the group of combined responses only.

Since ten chi-squares are calculated and there is no overall multivariate test available, the level of probability required for significance has been reduced to  $p < .01$  ( $X^2_{crit} = 6.635$ ) (Daniel, 1978). This reduces the probability of a Type I error. Tables 8 through 17 present results for the ten chi-square analyses required to test the hypotheses stated in Chapter 1. These chi-square test statistics have been reported in frequencies and proportions. Six of the 10 chi-squares were statistically significant at the  $p < .01$  level. See Appendix D for samples of the statistical calculations. Larger scores indicate responses that are decentralized. The difference between the frequencies and the proportions indicates the magnitude and direction of the two. A positive difference means that there were more decentralized than centralized responses.



In considering the development of a school philosophy, neither group (public nor non-public) responded so as to indicate that they perceived organizational structure bearing on the task of developing philosophy. Overall, both public and non-public school faculties indicate that the school's educational philosophy is the task of the principal.

Table 8

Respondents by Governance Group Indicating Perceived Organizational Structure in the Development of a School Philosophy

	Organizational Structure		Difference
	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	
Governance			
Public	9 (.14)	54 (.86)	45 (.72)
Non-public	5 (.08)	61 (.92)	56 (.84)

Note. Chi-square analyses yielded  $\chi^2=1.49$ , which was not significant at the  $*p<.01$  level.

There is a significant relationship between governance and perceived organizational structure in the assessment of curriculum needs. Faculties of public schools, whether centralized or decentralized, show no strong indication of curriculum assessment being a task of the individual school or the system and state. On the other hand, non-public school faculties report curriculum assessment to be a function of the principal and staff and not the central (diocesan) office or state department.

Table 9

Respondents by Governance Group Indicating Perceived Organizational Structure in the Assessment of Curriculum Needs

	Organizational Structure		Difference
	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	
Governance			
Public	37 (.52)	34 (.48)	-3 (-.04)
Non-public	5 (.07)	65 (.93)	60 (.86)

Note. Chi-square analyses yielded  $\chi^2=34.08$ , which was significant at the  $*p<.01$  level.

Organizational structure and the type of governance are significantly related in the administrative task of supervising instruction, as indicated by the combined perceptions of the principals and teachers in the sample population. Public school faculties are more evenly divided on whose responsibility this task is, principal or central office, while non-public school faculties see this managerial practice as the sole function of the school principal.

Table 10

Respondents by Governance Group Indicating Perceived Organizational Structure in the Supervision of Instruction

	Organizational Structure		<u>Difference</u>
	Central Office State Dept. <u>(Centralized)</u>	Principal School Staff <u>(Decentralized)</u>	
Governance			
Public	20 (.28)	51 (.72)	31 (.46)
Non-public	3 (.04)	65 (.96)	62 (.92)

Note. Chi-square analyses yielded  $\chi^2=14.19$ , which was significant at the  $*p<.01$  level.

There is no significant relationship between the groups in the development of policy regarding parent participation. Both groups indicated they perceive this administrative task to be the responsibility of the school principal.

Table 11

Respondents by Governance Group Indicating Perceived Organizational Structure in the Development of Parent Participation Policy

Organizational Structure			
	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	Difference
Governance			
Public	9 (.14)	54 (.86)	45 (.72)
Non-public	3 (.05)	63 (.95)	60 (.90)

Note. Chi-square analyses yielded  $\chi^2=3.62$ , which was not significant at the  $*p<.01$  level.

Faculties of both public and non-public schools perceive the establishment of disciplinary policy as the responsibility of the school site administrator. Though a larger proportion of public school faculties do indicate that the central office is responsible for policy regarding disciplinary procedures, this relationship is not significant.

Table 12

Respondents by Governance Group Indicating Perceived Organizational Structure in the Establishment of Disciplinary Policy

	Organizational Structure		<u>Difference</u>
	Central Office State Dept. <u>(Centralized)</u>	Principal School Staff <u>(Decentralized)</u>	
Governance			
Public	13 (.24)	42 (.76)	29 (.52)
Non-public	6 (.09)	62 (.91)	52 (.82)

Note. Chi-square analysis yielded  $\chi^2=5.10$ , which was not significant at the  $*p<.01$  level.

The preparation of the school budget and the allocation of funds into school programs and facilities are perceived by respondents of both groups as a function of the school principal. However, public school faculties indicate this responsibility more often becomes the task of the central office. Not surprisingly, non-public school faculties place this task with the school principal.

Table 13

Respondents by Governance Group Indicating Perceived Organizational Structure in the Preparation of the School Budget

Organizational Structure			
Governance	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	Difference
Public	28 (.46)	33 (.54)	5 (.08)
Non-public	9 (.24)	56 (.86)	47 (.72)

Note. Chi-square analysis yielded  $\chi^2=15.59$ , which was significant at the  $*p<.01$  level.

The relationship between the type of governance and the perception of organizational structure for the task of providing professional opportunities is significant. Public school faculties are divided on this function but more often report it to be in the domain of the central office or state department. Non-public school faculties see this responsibility belonging to the school staff.

Table 14

Respondents by Governance Group Indicating Perceived Organizational Structure in Providing Opportunities for Professional Growth

	Organizational Structure		Difference
	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	
Governance			
Public	31 (.60)	21 (.40)	-10 (-.20)
Non-public	17 (.22)	60 (.78)	43 (.66)

Note. Chi-square analysis yielded  $\chi^2=18.72$ , which was significant at the  $*p<.01$  level.

There is a relationship between the type of governance and the perceived organizational structure for the establishment of promotional practices. Public school practices are perceived to be determined by the central office and state department, while non-public schools are perceived to individually determine guidelines for promotion.

Table 15

Respondents by Governance Group Indicating Perceived Organizational Structure in the Establishment of Promotional Practices

Organizational Structure			
Governance	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	Difference
Public	38 (.67)	19 (.33)	-19 (-.34)
Non-public	9 (.14)	56 (.86)	47 (.72)

Note. Chi-square analysis yielded  $\chi^2=32.77$ , which was significant at the  $*p<.01$  level.



There is a strongly significant relationship between the type of governance and the perception of organizational structure in the hiring of personnel. Public school staffs see this task as the responsibility of the central office; whereas, non-public school staffs report this to be the sole task of the principal.

Table 16

Respondents by Governance Group Indicating Perceived Organizational Structure in Hiring Practices

	Organizational Structure		Difference
	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	
Governance			
Public	44 (.72)	17 (.28)	-27 (-.44)
Non-public	1 (.02)	62 (.98)	61 (.96)

Note. Chi-square analysis yielded  $\chi^2=66.68$ , which was significant at the  $*p<.01$  level.

Planning for the growth of the school plant was perceived by the faculties of both groups to be the task of the principal. There is no significant relationship. All the respondents perceived the principal as the decision maker in such planning and implementation.

Table 17

Respondents by Governance Group Indicating Perceived Organizational Structure in Planning for Growth by the School Plant

Organizational Structure			
Governance	Central Office State Dept. (Centralized)	Principal School Staff (Decentralized)	Difference
Public	10 (.18)	47 (.82)	37 (.64)
Non-public	9 (.15)	51 (.85)	42 (.70)

Note. Chi-square analysis yielded  $\chi^2=.14$ , which was not significant at the \* $p<.01$  level.

Six of the tasks showed a relationship between the type of governance and organizational structure. The stronger relationships appeared to be among the task areas of curriculum assessment, promotional practices, professional growth and hiring procedures. Centralized public schools indicated these tasks to be the responsibility of the central office or state department while decentralized non-public schools allocated these tasks to the principal and staff. The task areas of developing a school budget and supervising instruction had a weaker relationship between governance and organizational structure but both tasks were placed more often with the central office or state department in public schools and with the principal and staff in non-public schools.

In four of the task areas no significant relationship was found between the organizational structure of the school and the governance type. Development of a school philosophy, policy regarding parent participation, disciplinary policy and planning for the school plant were all reported more frequently as the responsibility of the principal by both public and non-public school respondents.

The chi-square analyses of the ten selected administrative tasks and their relationship to governance and organizational structure of the schools comprised the quantitative phase of this study. How the centralization or decentralization of administrative tasks affected the principalship and its culture building function within schools operating in both the public and non-public sector is examined through the qualitative case studies which follow in Phase II of this research.

## CHAPTER V

### Analyses of Qualitative Data

This study examined the principal's role in the operation of the school. Recent calls for restructuring of school governance have prompted interest in how the organizational structure influences the daily operation of the school.

The study was conducted in two phases. Phase II employed qualitative methods and examined the cultural linkage (culture building) of the principal. This chapter presents the four case studies of the schools which represented each organizational structure in both the public and non-public sector.

#### Phase II Qualitative Studies

Another purpose of the survey was to identify schools which could be sites for case studies involved in Phase II of the research. Qualitative researchers (e.g., Patton, 1990) suggest that case studies should be "purposively" chosen to insure sites which will illuminate the phenomenon. Because the unit of

analysis for this study was the school, those eligible for the case study in each group indicated on at least 75% of the combined items of four surveys (3 teachers and 1 principal) that the administrative practices of the principal were reflective of the organizational structure. Table 18 presents the number of schools eligible for case studies using this criterion.

Table 18

Schools Eligible for Case Studies in Each Group

	<u>Number in Group</u>	<u>Number Eligible</u>
Public/Centralized	13	6
Public/Decentralized	16	6
Non-public/Centralized	9	3
Non-public/Decentralized	17	6
Totals	55	21

The schools eligible for the case study also exhibited other characteristics which influenced the choice of the four sites. The systems, both public and non-public, to which the schools belong can be

characterized as the most highly centralized or decentralized of the sample population. Within the public systems, Evangeline Parish school staffs indicated through their responses that they perceived their system to be highly centralized. All 4 of the schools responding were placed in the group characterized as centralized, with 3 of the 4 schools eligible for the case study status. Vermilion Parish schools indicated they perceived their system to be decentralized. Four of the 5 schools responding were placed in the decentralized group with 2 of the 5 schools eligible for the case study approach.

Non-public systems also can be characterized from their responses. The Catholic school system was more centralized, with 8 of the 23 schools exhibiting centralist features. Three of these schools were eligible for the case study investigation. Episcopal school responses indicate they are decentralized with 2 of the 3 responding eligible for the case study technique. The 4 schools selected for case studies in Phase II belong to these respective systems.

The present study was concerned with the role of the principal as it exists in different organizational

structures. A profile of the 55 school administrators in the sample population is needed to characterize the schools and principals in the study. Tables 19-25 present these characteristics.

Table 19

Years Experience as Principal in Sample Population

	Combined	Public	Non-Public
Mean	8.1	8.2	8.1
Median	7.0	6.0	6.5
Range	28 - 1	27 - 1	28 - 1

Table 20

Years of Principal's Teaching Experience in Sample Population

	Combined	Public	Non-Public
Mean	17.8	17.7	18.0
Median	18.0	18.0	17.5
Range	35 - 1	35 - 1	35 - 3



Table 21

Age of Principals in Sample Population


---

	Combined	Public	Non-Public
Mean	47	46	48
Median	46	45	48
Mode	44	45	44
Range	69 - 30	69 - 30	69 - 30

---

Table 22

Sex of Principals in Sample Population


---

	Combined	Public	Non-Public
Male	31	17	14
Female	24	12	12
Total	55	29	26

---

Table 23

Race of Principals in Sample Population


---

	Combined	Public	Non-Public
Black	6	5	1
White	49	24	26
Total	55	29	26

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Table 24

Highest Degree Held by Principals in Sample Population


---

	Combined	Public	Non-Public
BA	0	0	0
MA	23	9	14
MA+30	24	14	7
EdS	5	2	3
Edd	2	1	1
PhD	1	0	1
Total	55	29	26

---

Table 25

Salary Range of Principals in Sample Population


---

Salary	Combined	Public	Non-Public
\$15 - \$19,999	2	0	2
\$20 - \$24,999	6	0	6
\$25 - \$29,999	6	0	6
\$30 - \$34,999	14	9	5
\$35 - \$39,999	11	10	1
\$40 - \$44,999	9	7	2
\$50 - above	3	0	3
Total	55	29	26

---

Once the schools eligible for the case analysis were identified, the principals of those schools were evaluated in an effort to choose four who were representative of the group.

The sites chosen for the case studies were all schools with predominately elementary grade levels and a range of pupil enrollment and faculty size to insure both a small and large school were represented.

Schools headed by principals of each sex and each race were purposively selected. Age, experience and degrees held were also considered in the selection of the schools for the case studies. The following table gives a profile of the four schools and principals of each case study.

Table 26

Profile of Each School and Principal Selected for Case Studies

	P/C	P/D	NP/C	NP/D
Grade Levels	PK-3rd	PK-3rd	PK-8th	PK-5th
Enrollment	240	465	440	387
Faculty Size	14	31	21	19
Years as Principal	5	6	7	2
Years of Teaching	13	8	10	5
Age	42	37	39	38
Sex	Female	Male	Female	Male
Race	Black	White	White	White
Degree Held	MA	EdD	MA	MA
Salary (in thousands)	\$30-35	\$35-40	\$20-25	\$45-50

Note. The following codes are used in the table to represent the organizational structure:

P/C Public centralized

P/D Public decentralized

NP/C Non-public centralized

NP/D Non-public decentralized

A meeting was scheduled with each principal from the four schools selected for the case studies. During the meeting, the principals were presented with a summary of what the case study would entail (see Appendix F). The principals were told their schools were chosen because of the responses which they and their faculties had given on the survey.

The objective of Phase II was to collect thick descriptive data with regard to the principal's role in the culture building of the school and how this role was affected by the organizational structure. The study focused on the principal and his/her role as it relates to Sashkin's framework of culture building (i.e. visioning, implementing vision within the organization and through personal practices).

This researcher and the other observers prepared for the on-site visits by familiarizing themselves with the interview techniques to be used and Sashkin's framework for the observations. All observers had some previous experience in qualitative research methods.

Observing and interviewing the principal in daily interactions with the staff, students and parents allowed for "depth" in reporting the principal's role

in the culture of the school as that school operates within a certain organizational structure. Each principal was "shadowed" by the researcher and other observers (fellow graduate student) for at least two weeks. The schools were visited every day during this two week period at various times during the day. Some visits were morning sessions with others scheduled in the afternoon to attend faculty meetings and parent appointments. During these visits, journals and field notes were kept. School documents were collected and statistics on the system, school, staff and students were gathered. Formal and informal interviews were conducted for the purpose of securing viewpoints, explanations of procedures and confirmation of data. Both observers conferenced frequently on their impressions of the visits and the interview notes. Most of the formal interviews were conducted with the principal and staff. However, informal conversations were conducted with parents and visitors to the school.

For each case study, the data is organized for presentation according to the school setting, Sashkin's framework and reflections of the school as a whole.

The intent was not to present a list of factual information but "to take the reader there" through a holistic emphasis (Lincoln and Guba, 1985, pp. 357-365). The objective of this research strategy was to examine how the organizational structure in both the public and non-public sector correlates with the principal's role in culture building.

The names chosen for the schools are, of course, fictitious and intended to metaphorically describe the school for the case study presentation. The use of the metaphor to communicate findings and connotative meaning is an accepted technique in qualitative research (Patton, 1990). The fictitious name given each school is used to suggest an analogy for the reader. The metaphor enables the reader to describe in his mind's eye the setting and situation. It should help to define the players and their roles.



Public/Centralized: Drift Wood ElementarySetting.

Evangeline Parish is located in the heart of the region of Louisiana known as Acadiana. The parish is comprised of three small towns and numerous farm villages. The system has 15 schools with a total enrollment of 6,900 students in 7 high schools and 8 elementary schools employing almost 400 teachers. The economy of the parish is dependent on agriculture and the businesses needed to support it. This yields a small tax base for the school system to draw from. The school system has a small central office staff consisting of the superintendent, personnel director, five instructional supervisors, school nurse and the clerical staff all located in one office in the largest town of the parish.

Drift Wood Elementary is situated in a rural setting in Evangeline Parish. It is located about ten miles outside of a small farming town of 9,000 in a village of less than 1,000 residents. The school is located at the crossroads of two parish farm roads. The village has a small grocery store, gas station and cafe. A few homes are located at this crossroads but

most of the residents live along rural roads leading into the town. Drift Wood Elementary and the small high school only a few blocks away are located at the center of this small farm settlement.

Drift Wood Elementary is a small elementary school containing grades pre-kindergarten through 3rd grade. The total enrollment is 240 students and 14 classroom teachers. The remaining staff consists of a resource room teacher, a special education teacher and aide, a pre-kindergarten teacher, four cafeteria workers and a school secretary and janitor. The 240 students come from the small village and a 30 mile surrounding perimeter. The student body is 30% black and almost all participate in the school's free lunch program. A majority of the students come from homes where their parents receive some form of public assistance.

The physical plant is over 30 years old and in need of much repair. The main building houses the school office, teachers' workroom, cafeteria, library, and five classrooms. Surrounding the main building is an entire village of portable buildings connected by sidewalks and stepping stones. The playground is small with little playground equipment and few trees.

The 14 faculty members are all certified teachers with the exception of two young teachers who are on temporary certificates while working on certification. The other teachers are veteran teachers with eight holding master's degrees. The teacher who serves as assistant to the principal has been at the school for over 20 years.

The principal is a 42 year old black female with 13 years of teaching experience, a master's degree and is serving her fifth year as principal. She was a teacher at this school when the former principal retired and she was appointed to the position. She is the fifth principal of this school and follows four other black female principals who all served many years and retired from this school. The school office is decorated with the pictures of these women who are highly regarded within the school community and seem to be "heros" in the school's history. The actual name of the school is that of the first principal.

The parish system is small and governed by an elected school board as all public systems are. The central office is housed at one location and serves all 15 schools in the system which are scattered throughout

the parish in small rural communities. The system is administered by the superintendent and a small supervisory staff.

Five schools in this parish were randomly selected to participate in this study. Four responded and characterized the system as centralized. Three of these 4 schools were eligible for the case studies. From all initial indications, the principals and teachers perceive this system to be very centralized with many administrative decisions coming from the central office and the state department.

Upon first entering the school, a visitor would immediately notice the dark hallways, dimly lit and drab in color. The entrance is unattractive, needs painting and greets visitors with a sign from the school board which orders everyone to report immediately to the office.

The office is typical of most schools. It is the hub of activity with teachers and students coming and going throughout the day. The school secretary presides over the office handling a myriad of tasks ranging from dispensing bandaids to filling out forms of every kind. A huge bulletin board hangs on the wall

filled with announcements of all kinds. Most interesting, 15 of the 19 announcements on the bulletin board were directly issued from the central office and signed by the superintendent.

The principal's office is next to the entrance and opens directly to the hallway. It is small and attractive. The principal, the only female administrator in the parish, is an imposing figure, soft-spoken and very much in charge. She directs the comings and goings in the hallways but seems very personable and well liked by the faculty and children. This first impression of the principal was substantiated as the field study progressed.

Drift Wood Elementary is a school which follows the current prescribed by the system of which it is a part. The school seems adrift and unable to control its own course even though the captain is strong willed and would appear to be a good navigator. She seems to realize that the course is not set by her or the faculty but, in fact, is determined by the admiral of the fleet. Her ship is directed to follow.

Visioning.

"We do things around here the way  
they tell us to do them."

Drift Wood Elementary has a principal whose vision has been overshadowed by directives and priorities of the system. Her vision has been lost in the daily pursuit of compliance with rules and regulations which must be documented and recorded. Decisions must be cleared beforehand and she readily complies with the directives of the parish supervisor. She has taken on the role of a "middle manager" concerned primarily with the implementation of policy. Her vision has so dimmed in the years she has been principal that she found it difficult to articulate when asked.

My vision...let me see...I used to know. When I was a teacher, I knew exactly what I'd do, but now I realize all the things that are truly impossible.

I wanted these children to be exposed to the outside world...they are so isolated here. But field trips are discouraged because of money and insurance worries and just red tape. I then thought we could bring the world to them, but that's even more impossible - can't change the class schedule...minutes can't be shaved from the day for assemblies.

I want to make this place clean and attractive, but money is so short. They don't listen to me about how to spend what is available. I told them last year we needed a covered walkway...instead I got gravel and shell. The building needs to be modernized but I'm never asked...workman just show up with orders and things are done whether I think they need to be or not...You asked me about vision...what this school should be. Let me think about it.

The teachers are continually reminded of the regulations which must be met. They must sign in each day and pick up an announcement sheet which contains information necessary for the day or week. These announcements range from dates and times of meetings to reminders of policy and procedures. During an informal conversation in the workroom, teachers were discussing problems with the reading series.

1st Grade Teacher: The book is just not what we need...these kids need stories which will hold their attention...I hope the new series does a better job with content.

3rd Grade Teacher: If I could, I would use the books in the library. But you know that will never work. I could do a wonderful unit on that if I could just use what I wanted.

Interviewer: Why can't you use what you want in your reading class?

Another teacher: We do things the way we are told to do them and that just doesn't meet procedures.

Many of the administrative decisions which affect the operation of the school come from the parish supervisor. She conducts inservice meetings on various topics and often sits in on regularly scheduled faculty meetings. Her input into these faculty meetings is critical in most instances.

Faculty meetings are held on Wednesday afternoons. On one such afternoon, the parish supervisor arrived at 2:30 to visit the school and attend the meeting. She asked to see the agenda for the faculty meeting. The following conversation ensued.

Supervisor: The agenda for the meeting looks terribly long.

Principal: Yes, I know. There are a lot of things going on and I need some extra time today.

Supervisor: Well, I'm not sure all of these items need to be taken care of in a meeting.

Principal: What do you mean? I need to discuss these things with the faculty...we can get a lot accomplished today.

Supervisor: The agenda just won't work. I think you should eliminate item 3 and 4. Think about it...are you sure this needs discussion?

Principal to Secretary: OK...just retype it.



Visioning has been dimmed at Drift Wood Elementary for the principal and the teachers because it is thwarted at every turn with policies and procedures which must be complied with. Even the most routine matters of daily operation are relinquished to the central office.

The principal is concerned with the bus pickups at dismissal and thinks the way they are conducted is unsafe. She believes it would be safer if the buses would enter and leave the school in another manner. She reported that she has "documented" that concern three times and sent it to the central office but nothing has been done. The bus drivers will not change their entrance pattern until they are instructed to do so by the central office.

Principal: I have done my job...it's been documented...this is nothing but an accident waiting to happen. But there's nothing more I can do...it's out of my hands.

Drift Wood Elementary sends its students to the middle and high school two blocks away when they reach the 4th grade. The two principals have little or no communication on matters such as curriculum coordination, matriculation problems into middle school or even the sharing of facilities such as the gym or auditorium. This is handled by the parish supervisor who serves as the "go between".

Even if procedures and curriculum guides are being followed, teachers must comply with further directives from the central office. The following letter was posted on the bulletin board in the office and issued to the teachers. This letter was signed by the superintendent (see Table 27).

Table 27

School Memo Issued to Faculty-Drift Wood

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To: All Principals  
From: Superintendent  
Subject: Governor's Election

Due to the run off election for governor, I thought it appropriate to remind all employees of the attached policy.

I personally feel that we need to low key this election in our school as much as possible due to the volatile nature of the finalists. Avoid mock polls and trial runoffs. Please make every effort to enforce this policy.

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Every organization must have a vision and some idea of the direction it must take to reach that vision. This is usually provided by the leader and plays a significant role in the life of the organization and its members. The principal at Drift Wood Elementary has had this visioning process

curtailed because she realizes her vision cannot come to fruition.

She related her feelings concerning her vision for the school in our last interview.

I have given some thought about where this school is going since you asked me about it. It all seems so impossible at times. One program after another is pushed on us - Right to Read, LaTip, Model Schools - we get started on one thing and before you know it we have to do something else...We (the teachers and I) have no control...To be honest, if you want to know where we are going, you'll have to ask them.

#### Vision within the Organization.

Drift Wood Elementary shows little evidence of visioning by the principal or the staff. The school is adrift upon a sandbar jarred only by a current of directives or policies which come from the central office or through the parish supervisor.

The principal is interested in exposing the children to art, music and plays in an attempt to enrich their world. She attempted to accomplish this in two ways.

Three years ago, the school was due to have some repair work done and some expansion. I requested an all-purpose room for assemblies, meetings and all sorts of things. The school has no place to even call a parents' meeting. Instead I got a fence.

She began to encourage field trips and outings for the children in an attempt to expose them to the outside world.

The idea was met with a brick wall. So many problems - buses, money, insurance. The teachers were reluctant - didn't want to take the responsibility. After a while, I just gave up.

The teachers, too, feel the despair. They attempt only what is mandated. They are often reminded to follow the curriculum guides and do not deviate.

3rd Grade Teacher: Last year I wanted to take my class to a performance of the symphony. Everyone told me to forget it...it isn't worth the hassle. I was determined. Mrs. \_\_\_\_\_ helped me, but in the end we just gave up on the idea.

The principal has been successful in implementing only some of her ideas within the organization. There was no library in the school when she came. She

decided to take an empty classroom and begin a small library with monies earned from the daily candy sales. By the second year a modest collection of books had been gathered

To allow use of the library and to offer P.E. to her students, she removed one classroom teacher and made him the librarian and P.E. teacher. His class was divided among the other sections of the grade level. This teacher would now conduct a library period and a P.E. class for every class in the school.

This idea was met with tremendous opposition from everywhere. Mrs. \_\_\_\_\_, the curriculum coordinator, the superintendent, the faculty...everybody... But I stuck to my guns - now the kids have a library...P.E. and the teachers have a planning period. I still get flack over this, but I think I did the right thing.

Drift Wood Elementary, for the most part has only the vision sent to it from the central office. They have resigned themselves to doing no more than what is outlined in directives and the curriculum guides. Even administrative policies such as discipline which are perceived to be the task of the principal are tightly regulated (see Appendix E).

Vision through Personal Practices.

This principal remains continually concerned about exposing the students in her school to the world around them. Though many of her efforts have been discouraged, she continues to do small things which express her continuing interest. The bulletin board in the office often displays small notices of programs which are coming on TV which she thinks should be watched. Her daily notes may include these reminders to the faculty.

The library has one TV which is connected to cable so that the LPB stations can be utilized. The program listings are available and she encourages the teachers and the librarian to plan lessons around some of these programs.

She often speaks of the necessity of order and cleanliness. The office is very organized and things neatly placed. Her office also exhibits this orderliness. She becomes very anxious when the hallways or classrooms are not clean. One afternoon she interrupted the classes with an announcement over the intercom.

May I have your attention...All of the classrooms have been issued two garbage cans. Please use them. Teachers, your classrooms are to be in order before you leave today.

This concern for order and cleanliness is seen in the work schedule of the school janitor. He is required to sweep the hallway after every recess and lunch so that it always looks clean and shiny. The playground is free of all paper and the trash cans are emptied twice everyday.

This school needs so much work...just a new coat of paint would help. We should just start over but there is no money. If I can't have an attractive building for these children, we will keep it clean. The teachers and kids know this is their responsibility. When they forget, I don't hesitate to remind them. There is no excuse for it...

Directives which come from the central office must be complied with. Compliance and documentation of procedures is evidenced in many ways. The principal and secretary spend much of their time filling out forms and reports for the parish.



Secretary: I have an enormous amount of paperwork to keep up with. I usually stay after school at least one day a week to do it. Mrs. \_\_\_\_\_ also spends a lot of her time doing reports. Everything has to be kept on file and recorded. The kids records are never complete and the reports for the school board are endless.

The principal is very aware of the responsibility to document every procedure. She requires her teachers to sign in every day when they arrive and record the time. She also requires that they sign in for faculty meetings.

They must sign in for meetings. Once I have their signature, they can't claim I didn't give them the information. If I document that, the superintendent can't blame me. It's (sic.) been documented.

When books or supplies come in, the teachers have to sign for them to document they have been received. The principal records all of her meetings and conferences in a daily log...who she met with and the topics discussed. Visitors to the office must sign it even if it is just a delivery. The secretary keeps a daily log of phone calls.

The principal observes her staff frequently and spends a large part of her day in the hallways and making informal "walk throughs" in the classrooms. She keeps extensive files on all staff members so that all procedures can be documented.

I document everything...I'm not going to be caught short on that. These teachers know I will catch them if they aren't doing what they are supposed to and it will be recorded.

### Reflections.

Drift Wood Elementary is mired down in regulations, guidelines and directives all requiring compliance and documentation. You are greeted at the front door with just such a directive from the central office and every aspect of the school's life seems to follow suit. Documentation and forms are the order of the day. Everyone on the staff appears to be "infected" by this method of control.

The principal seems to be a capable and knowledgeable administrator, well-liked by her staff

and the children. However, her capabilities are hampered by her lack of decision making power and, for example, her inability to even set the agenda for faculty meetings. She not only must document procedures for her superiors, but has begun to require the same type of documentation for her staff. They are required to sign in for the school day and for meetings and must document the receiving of supplies. This documentation procedure is even more pronounced in the keeping of student records and evaluations.

Though the principal proclaims that she treats her teachers with respect and expects them to do what is right, she does not allow them much latitude to practice their professionalism. She invites little input from her staff and invokes the power of the central office anytime a directive is questioned.

The school experienced a traumatic event this year dealing with the suspension of a faculty member who had contracted a debilitating disease. Though this type of situation involving a very well respected teacher might have been expected to be handled among the faculty and principal, it was referred to the parish supervisor and superintendent who advised them not to discuss it. The

principal's leadership, even in this most tragic of human circumstance, was circumvented by the central office.

Drift Wood Elementary has no myths, stories or rituals which bind its members together. With the exception of the previous principals which few on the staff can even remember due to the short tenure of most teachers, the school has no heroes. This principal cannot be a hero because everyone recognizes how little leadership she is allowed to exercise. Even the teacher who resigned under tragic circumstances cannot be a hero because the teachers were instructed not to discuss the case and therefore were never able to share their loss together.

Though the faculty members come from surrounding communities, they readily admit no connection with each other apart from school.

Teacher: None of us see each other. When holidays and summer come we scatter to the winds. We have no time to get to know each other here because of the schedule we have to keep to comply with the State Department. And besides...none of us stay long enough to even care.

Drift Wood Elementary has no shared goals or philosophy. The staff simply does "what they are told to do" by the central office and supervisors. This is true from the principal to the janitor. The faculty does not even discuss the happenings of the day over a cup of coffee because the workroom does not have a coffee pot. No one will volunteer to make coffee each morning. There is no gathering place for teachers - the workroom is as drab and lifeless as the rest of the school.

The school has no vision...the principal has been prevented from dreaming and the staff has never had a reasons to. This school is as its name implies...adrift upon a current over which it has no control.

Public/Decentralized: Spice Wood ElementarySetting.

Vermilion Parish is in the heart of the once thriving oil industry of southwest Louisiana. The parish has over 50,000 residents employed in a variety of activities. Historically, the parish school system has been wealthy due to monies received from oil royalties. There are 23 schools in the system, educating 10,000 students and employing 600 teachers. The school system employs a superintendent, assistant superintendent and ten instructional supervisors. The central office is located in the largest city of the parish.

Spice Wood Elementary is located in a small town of 2,500 in Vermilion Parish, an oil rich parish in southwest Louisiana. The school is situated in the heart of the small town about two blocks off the main street. It is surrounded by neighborhood homes and is within walking distance to the business district of the small town, the middle school and high school. The town is busy, attractive and clean. The homes are modest but well-kept. The residents of this small town are farmers and fishermen. Small scale manufacturing

surrounds the town including oilfield related businesses and the marine industry. The three schools in the small town serve all the children of the area. Most students come only a small distance to attend school and many are able to walk.

Spice Wood Elementary is a large elementary school containing grades pre-kindergarten through 3rd grade. Enrollment is nearing 500 with 31 classroom teachers. There are 3 teacher aides, a speech therapist, a full time librarian and a resource teacher. The students come from the small town and most travel only a short distance to school each day. The student body is 95% white. The children come from working class homes. Only about 15% of the students participate in the free lunch program.

The school was built in 1954 but has had two major additions and renovations since the original construction. The entire school is housed under a single roof with wide, bright corridors.

The 31 faculty members range in experience from 1 year to over 25 years. About 1/3 of the teachers hold graduate degrees and 5 are student teacher supervisors. Only two faculty members are black. The faculty is

very stable with few vacancies occurring on the staff. The teachers are energetic and congenial.

The principal is 37 years old and has been the principal for 6 years. He is white and was an assistant principal at the high school before being appointed to this position. He has 8 years teaching experience and holds a Ed.D. degree. The principal has obviously had a successful career though he was a first year principal during the teacher strike which the parish experienced a few years ago.

The parish system is small with the central offices in one location serving this rural parish. Of the 5 schools selected for this study, 4 indicated the system was decentralized and 2 were eligible for the case studies.

Though the school is old, the entrance is attractive, well-kept and inviting. A large tapestry greets the visitor which is a picture of the school and children and its motto, "We Care". The office is tastefully appointed with little evidence of announcements or schedules. As in all schools, the secretary is the command center of the school.



The principal is young, energetic, attractive and impeccably dressed. His office reflects his obvious efficiency and organization. He seems comfortable in his job and interested in everything. His openness is immediately apparent and the faculty and students invite his participation in all the activities of the school.

Spice Wood Elementary is a school which has added its own ingredients to the old recipe which most public school systems operate under. The principal is the chef and has allowed each teacher to add the ingredients which make the school a "gumbo" as unique as the concoction served by the old Cajun cooks in the small town it serves. The school is boiling over with ideas all put into the pot and served up to "feed" the kids who come to taste and savor their menu. The servings are varied and easily adapted to the tastes of all.

Visioning.

"When I got the job, they handed me the keys and said go to it."

The principal at Spice Wood Elementary has the latitude to practice visioning and encourages his staff to participate in this process with him. His directives are broad and this allows him the room to implement policy in a manner which is suitable to the students served by the school (see Appendix E). His vision is enhanced by the system's support personnel and the cooperation he apparently receives from the central office. He continually elicits input from his staff which allows them to participate in a shared vision of the school.

When I came to this school, I knew I would have "to ride the horse" in the direction it was going for a while. Once I got a feel for things and learned what I needed to know, I began to turn the horse down the path I felt it should go. But at every turn, I wanted my teachers to be willing to come along. I asked for advice...By the second year, we all knew what was missing.

The staff plays an important role in the vision of this school. The principal shares responsibility for the success or failure of ideas and programs with the staff. The teachers are eager to list the ways the principal invites their input.

First Grade Teacher: If there is an opening for a new teacher, he always puts together a committee which sits in on all the interviews. We can interview the applicants with him. In the years since I've been here, he has always taken our pick.

Kindergarten Teacher: Any time a new program comes out we are always sent to workshops to see if we can use it. We inservice the faculty and then we decide.

Librarian: Reading is our most important mission here and I always have a lot of input at faculty meetings and curriculum meetings...I am the librarian - he recognizes what I have to offer.

This principal views the central office as simply a support team to provide services for his teachers and the school.

If the teachers and I want to try something new, it's our choice. I've often disagreed with the curriculum supervisor, but she understands that the decision is ours. We listen to her opinion, but in the end we do what works at this school. It's my job to give the teachers that flexibility.

The guidelines which come down from the state department are viewed as just that. Though he abides by these directives, he does not feel constrained by the parameters they prescribe. When asked about Bulletin 741, state administrator's guidelines, he called it a "skeleton" which he could easily live with.

The principal is completely responsible for the daily operations of this school. He supervises every aspect of the running of the school with the help of his department heads. Scheduling, buses, cafeteria operation, maintenance and instructional practices are left to his discretion.

There are certain aspects of his job he considers more important than others. When asked what those aspects were, he related the tasks to his shared vision of the school.

The most important things I do are hiring and supervising what goes on in the classroom. I also must be certain the parents understand what we do here. The right people - the right thing going on in the class - parents behind you and it's a piece of cake.

The team spirit of the school is very obvious at faculty meetings. The teachers don't sit passively and listen to the principal. They participate in the meeting and in fact are the major items on the agenda as set by the principal (see Table 28).

Table 28

Faculty Meeting Agenda - Spice Wood

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1. Finance Committee Meeting
    - a. High School Gym
    - b. Focus
  2. Important Dates
  3. Staff Development Day
    - a. Focus
    - b. Schedule
  4. Uniform Committee
  5. Whole Language Workshop
    - a. Report from 4 faculty members
    - b. How to implement
-

Throughout the field study, the principal's use of visioning both by himself and the staff was evident. He worked at it every day and used it to justify everything he did. During our last visit, I asked him to explain his vision. His reply was parsimonious.

This school should be a safe place for children to be taught strong academics by committed teachers.

#### Vision within the Organization.

Spice Wood is a school brimming with the ideas and projects which simmer in the staff's gumbo pot and stirred by their visioning. Encouraged by an energetic principal, the staff seems free to incorporate many of their ideas into the curriculum and daily routine of the day.

The principal is interested in making this primary school a "reading center". To accomplish this goal, he began early in his tenure to incorporate new projects and policies.

One of the first things I did was to designate grade level heads to help me clarify our goals. This group of teachers have been great...then, I set up a faculty advisory and parent advisory committee to zero in on this goal of a reading center. With this core group, we started putting things in place.

This school has put in place a number of innovative ideas to further this vision of a reading center.

Kindergarten Teacher: We are going to put in a K-plus class this year. It took some doing on Mr. \_\_\_\_\_'s part but it's been approved. This class will be for kids who are not ready to go on to 1st grade and those entering Kindergartners who score well on the placement tests. It should be great...I don't know how he got it OK'd!

Another program which this principal has used to interest the children and their parents in reading is "primetime read in". This is a sleep-over for the kids in the school cafeteria where they spend their time reading and being read to before bed.

I didn't have to clear it with anyone...just let the central office know what was going on and why the lights were on at night.

The principal acknowledges that the central office often causes some problems for him.

They are not very organized...I've got to work around them. It takes extra work because I usually wouldn't hand out anything the way it comes from the central office. My teachers perceive what comes from there, comes from me, and so I want it to be in better form.

He describes how new practices are established even if the curriculum supervisor opposes the idea.

You must understand that I view the central office as simply a support system for me. If I want to try something new, I present the rationale and they simply have to go with me...it's caused some problems but that doesn't bother me.

Spice Wood's principal indicates he has a considerable amount of interaction with the other principals in the system.

We see each other often...we all have the freedom to try things in our schools. Most of us are fairly adventuresome.



This principal's vision has been firmly established within the school's operation. It is evident in the many programs which are "cooking" throughout the school.

#### Vision through Personal Practices.

This principal wants his school to be a "reading center". The hall bulletin board is filled with pictures, newspaper articles and copies of programs which indicate his dedication to this vision.

He has established a tradition of reading to one class everyday. After recess, he drops in on a class, dismisses the teacher, gathers the children around and reads a book to them. The children and teachers alike look forward to his visits.

He organized the "Prime Time Read In" for the school which is held three times a year. This sleep over at school where storytime and reading is enjoyed rather than TV is a big hit with parents and children. The principal conducts these events.

Children are rewarded for honor roll, perfect attendance and sporting events with books rather than certificates, ribbons or trophies. They are encouraged to give books for birthday presents and each child has a wish list of books they want.

The principal's office is also filled with books. His bookcases are overflowing with his own books including his favorite novels, books of poetry, history books and other favorites. He is often seen walking down the hall with a book in his hand, clearly marked with a tattered bookmark.

The professionalism he requires in his teachers is practiced by this principal. He always dresses with impeccable taste...crisply ironed shirts, polished loafers and very well groomed. His desk is organized and memos, announcements and other paperwork which comes from his desk are well written, comprehensive and presented error-free to his readers. The office is conducted in a very professional manner.

Professional growth is encouraged through example. He attends numerous workshops with his faculty, recommends articles for them to read and continually invites them to return for graduate work.

Kindergarten Teacher: Mr. \_\_\_\_\_ always wants us to do whatever we can to improve our teaching. He sends us to all kinds of workshops and gets the class schedule each semester from the university.

Team spirit and congeniality are displayed in everything he does. He invites and almost insists that the staff and faculty participate in the many decisions required to operate a school. The faculty participates in the hiring of new teachers, curriculum revisions, and grading policies. Because he feels that it is the responsibility of the principal and staff to make decisions for this school, he incorporates them all in the process.

What happens here is my responsibility...how we do it is our decision. I'm evaluated not only by my performance but the performance of my staff.

This principal wants everyone to participate in the life and work of the school. His dedication to excellence has been adopted by his entire faculty.

Reflections.

Spice Wood Elementary is bubbling with the seasoning of new ideas and energy added to the old recipe of public school organization. The principal has chosen carefully the ingredients to add to his school's gumbo pot. Through the careful tending of a patient and talented chef, the faculty has been invited to add their favorite spice to the pot. The restaurant owner seems pleased to leave the chef to his own devices unhampered by an outdated menu often heavy with regulations.

This principal has been given the autonomy to implement policy in his school in a manner which best suits the students and faculty. He views the central office and state department as only support personnel there to service his school. His leadership ability seems enhanced by the role delegated to the central office. All aspects of school operation are in his domain with the exception of finances and payroll. Even the ordering of supplies and textbooks are done with his approval.

This principal lives his vision. He incorporates the goals of his "reading center" into daily procedures and personal practice. Realizing that any vision must be shared by all if it is to be accomplished, this principal is continually eliciting the ideas, suggestions and support of his faculty. But most important, he possesses the latitude to make decisions for his school.

There is no doubt that the principal of Spice Wood values the professionalism of his teachers and applauds it at every opportunity. He invites them to participate in many of the administrative decisions which must be made. This serves to incorporate their support in the life of the school.

Spice Wood Elementary is alive with activity and energy personified by the principal and his role in the life of the school. Every conversation seems to revolve around something he has said or done. The teachers' workroom buzzes with talk of children, some new project or a workshop they are going to. As much as the principal seems to be the one looked to for direction, the teachers seem to feel they are a part of every decision and new idea.

Because of the stability of the faculty and the tenure of this principal, a feeling of community has had time to develop. The staff shares in the life and history of the school. Most of them went through a teacher strike together about three years ago. This incident obviously solidified their professional and personal relationships with each other and the principal.

Not only did this strike strengthen the staff relationships within the school, it also strengthened the resolve of the principal to distance himself and his school from the "politics" of the central office.

They (central office) let us do our own thing... I want to keep it that way. None of us ever want to go through another strike. We've now just come to terms with it.

This school is simmering with a vision and life as spicy as any Cajun gumbo. The principal has taken what he wanted from the old recipes and been given the responsibility of adding his own mix to make life at this school a delight.

Non-public/Centralized: St. Oak WoodSetting.

The Diocese of Lafayette, which consists of the eight parishes of Louisiana known as Acadiana, has over 30 elementary schools and a number of middle and high schools offering a non-public education to some 15,000 students and employing over 900 teachers. The system has a superintendent which oversees all the schools in the diocese and reports to the Bishop. The Diocesan office also has supervisors which regulate the food services offered in the schools.

St. Oak Wood Elementary is a Catholic school in the Diocese of Lafayette and is located in a small city of 11,000 residents. Southwest Louisiana is a predominately Catholic area with a long established Catholic school system which has successfully operated along-side the public school system for decades. St. Oak Wood is over 100 years old and is owned by an Order of nuns which operates a number of schools all over the State of Louisiana. This school has been a part of this community for generations and is accepted as part of the very fabric of the history and culture of the city and parish which it serves. Students come from

the city as well as surrounding small towns and villages to attend the school that many of their parents and grandparents attended. The small city is prosperous with the economy revolving around rice farming, the oilfield service business and fishing.

St. Oak Wood Elementary is a large elementary school containing grades pre-kindergarten through 8th grade. The enrollment is 440 student with 21 teachers and numerous other staff such as teacher aides, librarian, P.E. coaches, computer teacher, music teacher and the clerical staff consisting of a receptionist, secretary and bookkeeper. Because the school goes through the 8th grade, other types of staff members are necessary which a primary school has no need of. The student body is diversified with about 12% of the children being black. The students come from homes which represent varied socioeconomic levels ranging from blue collar workers to professionals such as physicians and engineers. The school does offer a financial aid program for families who qualify.

The school is housed in a well maintained plant which is over 45 years old. The classrooms are large and bright, well equipped and all located under one



roof. The school has a gym, cafeteria and large library. Next door is the Catholic high school which most of the children go on to attend.

There are 21 classroom teachers ranging in age and experience. Other than the principal, 3 nuns are full time teachers at the school. The teachers are all certified and 5 hold master degrees. The faculty is fairly stable with fewer vacancies than in past years. The teachers readily admit that teachers who do leave usually do so because of the low salaries which Catholic schools have always paid.

The principal is a nun and has been in her Order for over 15 years. She is 39 years old, holds a master's degree with 10 years of teaching experience. She has been a principal for 7 years, the last three at this school.

The school is operated by an Order of nuns which owns and maintains a number of schools. The school is, therefore, an independent school and not a parish school which must heed the dictates of the parish priest. It is, however, part of the Lafayette Diocese which issues guidelines for all Catholic schools under its domain and under the direct control of the

Executive Committee of the Order which oversees the operation of all the schools the Order owns.

The school is old, orderly and traditional. The entry exhibits many trophies and awards the school has won along with a statue of the patron saint of the Order. Visitors feel welcome and are immediately aware of the quiet decorum of the entrance. The secretary's office also exhibits this sense of order and quiet. Things are done slowly and deliberately.

The principal is friendly and direct and seems to be very much in control of her duties. Her office is attractive and reflects her orderly demeanor. She no longer dresses in a habit but wears street clothes. Her faculty and the students speak softly and respectfully in her presence.

St. Oak Wood Elementary is a school steeped in tradition. Everything about it exudes stability and strength. The principal represents the strength of the oak wood but is young and forward looking enough to understand that tradition is not the enemy of progress. Her membership in the religious order both strengthens her leadership role with the community but weakens her ability to deviate from certain directives.

Visioning.

"I know what's expected but I use  
my own wits whenever I need to."

St. Oak Wood Elementary's principal sees her school through glasses shaded by tradition but clear enough to let in the light of progress. Her visioning is trained on making changes which will not offend the tradition St. Oak Wood is so proud of but will allow the school to offer a program needed by today's student. She has taken on the mantle of a reformer who must be careful not to disturb the roots of St. Oak Wood which has been strong for over 100 years.

The school was in a mess when I got here. We were telling parents we were offering a quality education when, in fact, it was mediocre. My fellow sisters scolded me for being so blunt, but I have to call things the way they are. After three years, we are doing better, but still nothing to shout about.

The teachers are aware of the line of authority but seem perfectly willing to accept it without question. Unlike many organizations, the leadership at St. Oak Wood is vested with an authority that most leaders do not enjoy. The staff seems convinced that

the vision held by the principal holds an unmistakable wisdom.

Secretary: Things changed when Sister came. She did things so differently from Mr. \_\_\_\_\_ who had been principal for about six years. If we have a problem or things are not going right, she takes charge.

Teacher: She knows what's expected and how to handle people.

The principal is answerable to the Diocese but more directly to the Executive Committee of her Order (see Appendix E). She is hired by this committee and evaluated every year. The Diocese conducts an accreditation process every five years. Because this is an independent school and not a parish school, she is not under the supervision of the parish priest.

I don't have to do what he wants or pay for something the Church thinks it needs. I make the decisions that's best for our school - some of these priests need to understand it's the 1990's.

The principal has renewed the vision of Catholic education at this school which had fallen on hard times both financially and "spiritually". She has attempted

to incorporate the lay faculty into the "sisterhood". She realizes that if her idea of a quality education is to be attained she must bring this school into the present day.

Parent's don't value a Catholic education as much as they used to because they are not as interested in what we can provide in addition to the academics. Parents want sports, not religion, mixed with the books.

We can no longer rely on the hold of the Church even here in Louisiana. Therefore, our teachers have to be more convinced of their mission...better at their jobs. We have got to get the best people and be prepared to pay them a decent salary. There are no more nuns.

Teachers feel this renewal of the vision and are aware of attempts made to incorporate them into the community.

Teacher: Sister is always asking for our suggestions. She asks us to do things we were never given part of before.

Teacher: She insists on our being more professional - being up on things and listening to parental concerns.

Teacher: I guess the thing that I most enjoy is the feeling of community that has returned - I went to Catholic schools as a girl and that's what I loved about it.

The Diocese conducts inservice meetings and seminars for its member schools. These are designed to coordinate the services and programs of the schools and to insure continuity in the religious education programs. The principal explained how these inservice meetings had changed in recent years to include more emphasis on instruction and curriculum, current practices and trends, and Diocesan and State regulations for accreditation. In the past, these kinds of meetings dealt only with the Church's requirements for religious training (see Table 29).

Table 29

Administrator's Workshop - St. Oak Wood

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Sessions

1. Complying with state requirements.
  2. Food Services
  3. Employee Benefits
  4. Tuition Increases
  5. Hiring Procedures
  6. Whole Language Approach to Reading
  7. Round Table - Your Concerns
-

Visioning for this principal is learning to hold fast to traditions she is firmly committed to while bringing her school into line with current educational practices.

This school needs to provide a learning environment filled with excitement and the latest technology. But we also need to give our children a place to allow their spirit to be refreshed. Education cannot ignore the soul anymore than it can the mind or body.

#### Vision within the Organization.

St. Oak Wood's principal is acutely aware that her vision must remain within the "tradition" of her Order and this 100 year old school, but she is struggling to remain within its confines.

The principal wants to bring the school into the mainstream of educational practice. Her attempts to do this centers around curriculum improvement.

I know you won't believe this, but many of my teachers had no idea of curriculum guides and proper sequencing of concepts in the skill subjects. Lesson plans were a mess and no planning existed at all.

Teachers acknowledge the changes which have taken place since this principal has come to the school.

Fifth Grade Teacher: We used to use an awful series...too heavy in phonics and no comprehension skills. When Sister came, she set up a faculty committee to look at the problems we were having. Now our reading curriculum is completely revamped from kindergarten through the middle school.

Curriculum Coordinator (8th Grade Teacher): This whole process has consumed the faculty for the last few years. We had so much work to do to try to update things - every subject needed a new focus. We had not addressed these problems for years.

As in all non-public schools, tuition and fees are a monumental problem. The continuous problem of trying to keep the tuition down and yet be realistic about what it costs to run a school is never solved.

This school does not offer a quality education right now...we are getting to that, but right now we are not there. Everyday it is a battle with the budget...if I could do what I really need to do, I would raise the tuition to what it actually costs to operate this school.

But that would be impossible...the Order wouldn't permit it and the Diocese would be up in arms. And of course, the parents would pull out. My hands are really tied.



St. Oak Wood is a school supported by its tradition, yet prevented from excelling by some of these same age old practices which hold it captive. The principal's vision of this school's future is clear but often clouded by these traditional restraints. She feels hampered by her Order's expectations and the Diocesan guidelines which influence the very foundations of school operation.

If I could do what I wanted, I would throw everything out and start over.

#### Vision through Personal Practices.

St. Oak Wood's principal wants to bring her school into the mainstream of educational practice while maintaining the traditions which have sustained it for decades. She has attempted to do this by nurturing those traditions which are most visible and discarding those which have hampered school improvement.

The symbols of tradition remain...the school's patron saint, the cross, religious paintings, the small prayer bell used to call everyone to worship and the

quiet decorum of the hallways. The principal, who is a nun, no longer dresses in her Order's habit, but wears the school uniform adorned by the insignias of her convent. The other sisters who work in the school make their own choices with some choosing the habit and others simple street clothes.

The principal now seems to put most of her energies into curriculum development rather than religious training. She has charged her faculty with the task of completely revamping the school's academic program.

My job was overwhelming when I came. I had to convince them that the school wouldn't make it if we continued to be only a "Catholic school"...we have got to offer the type of program which these children need in today's world. Sometimes I wonder if these priests ever look around them...even the sisters of the Order need to realize how we have got to change.

The principal attends numerous workshops offered by the public schools, the university and other Catholic dioceses in an effort to ream from these sources all their ideas concerning current practices which could be incorporated into her school.

Secretary: When Sister is gone people don't ask where...they know she's at some seminar and a whole bundle of books and ideas will be coming back with her.

Her attendance at these many workshops and seminars signal to the faculty her devotion to curriculum revision and improvement. She encourages her faculty's involvement by her own example.

This principal believes schools must operate in a manner which exhibits professionalism and inspires confidence in parents who are asked to pay tuition for their services.

I instructed my secretary the first day I arrived that she is not to screen my calls as she often did for the principal before me. I want to know the problems...I'll handle them. I don't need excuses made for our failures.

The area of administration which is the most troublesome for this principal is finances. She is asked to run a school which offers an excellent program by well trained and experienced teachers on a budget which does not allow that to be done. In this area, her hands are tied and practices, either within the organization or personally, are determined by the Order and Diocese which control the school.

The only way to do what I know needs to be done is to raise the tuition to the actual amount it costs to run this school. I'll never be permitted to do that...in the end, it will kill us. Most people don't even want me to talk about it.

### Reflections.

St. Oak Wood stands on the firm ground of century old tradition. Its history has guaranteed its position in the community and with its many alumni in the area. This same history and tradition also defines its goals and describes its aspirations. In many ways, this security of tradition has limited its vision and threatened its very existence with today's students. The principal realizes that even the mighty oak has a shallow root system which may not always support its weight in a strong wind. She knows too, that the winds of change are ever present and if her school is to survive, she must be prepared to stand guard and let through what can be used.

This principal has been assigned a dual role - protect the tradition but slay the dragons of stagnation and ambivalence. She has the necessary

autonomy to make critical changes but is also bound by the limits of age old expectations and practices. Her leadership capabilities must always be practiced within the parameters of her position as a member of her Order. She seems to be continuously pushing those parameters to their limit in her efforts to bring this school to a position in which it can offer the type and quality of program she wants.

She is an articulate spokesman for her mission and unafraid of using the charisma of her vocation to get things accomplished. She strongly believes that the faculty must be brought into the "sisterhood" by incorporating their ideas and empowering them to become full members of the community. This enlarged participation into the operation of the school is possible due to the autonomy given the principal of a Catholic school.

St. Oak Wood has had its traditions revived with the coming of this principal because she carries the banner of the Church and her Order with her very presence. For many of her staff, she has restored community which has always been so valued in parochial schools. This revival of "spirit" is evident in the

way she is addressed and manner in which students and teachers interact with her.

The school's tradition and its many years of history are only the background upon which this principal hopes to imprint her vision of this school for the future. It cannot rely on the past, but must be prepared to meet the future. Her biggest fear is that she will not be allowed to make the hard decisions necessary to prepare the way.

I'm afraid our time is passing...parents are no longer willing to pay for a Catholic education. I have told my sisters that I want a motorized wheelchair for my retirement for I know there will be no one behind to push...we are a dying breed and so are our schools as we have known them.

This system was made strong by goals and objectives which have defined their schools for decades. Now, these same goals are being kept in place by directives which may be undermining the very health and future of the school.

Non-public /Decentralized: Mt. Willow WoodSetting.

Louisiana has 16 Episcopal schools with 6 located in the Western Diocese. These six schools enroll over 2,000 students and employ more than 100 teachers. The schools are all members of the Southwest Association of Episcopal Schools and the National Association of Episcopal Schools. Episcopal schools are not supported in anyway by the Church and can be either parish day schools, diocesan schools or independent schools. Each school is governed by its own board and is not under the directives of the clergy or the church.

Mt. Willow Wood is an Episcopal school in the Diocese of Western Louisiana and located in the largest city in Acadiana of over 95,000. Episcopal schools have a long history and have over 780 schools located throughout the country. Mt. Willow Wood is over 30 years old and is a parish day school. The school was begun by a university professor to offer an "accelerated curriculum" to students who could benefit from such a program. The school shares the grounds with the church and is located in the older section of

the city. Students come from all over the city and from a few small communities which adjoin the city.

Mt. Willow Wood Elementary contains grades pre-kindergarten through 5th grade with an enrollment of 387 students. There are 19 classroom teachers and 12 support faculty including teacher aides, music, art, P.E., computer teacher and librarian. The school also has a large clerical staff including a secretary, bookkeeper and admissions director and development officer. The student body is over 95% white and must be tested for admission to the school. Episcopal schools do offer extensive financial aid to families who are interested in the school but need assistance with the tuition.

The school is housed on 2 sites both shared with the parish church. The pre-kindergarten and kindergarten classes are housed on one campus recently enlarged and renovated. The second campus houses 1st through 5th grades. As all parochial schools which attempt to operate in a building which was not intended for that use, Mt. Willow Wood is continually "pushing for elbow room" as the enrollment continues to grow. The library has recently been enlarged and



adjoining property acquired. The classrooms are small but colorful and attractive.

The faculty consists of 19 classroom teachers, all certified and 10 holding graduate degrees. Because the school pays comparable salaries with the public schools in the area, there are few vacancies and this assures stability on the staff.

The principal is only in his second year as an administrator. He has 5 years teaching experience, holds a Master's degree and is 38 years old.

The school is an Episcopal parish day school governed by its own board comprised of church members, parents and community members. The Episcopal Church does not support its schools financially and does not attempt to control them from the national or diocesan level. The philosophy of the Anglican church has always been to allow the professional educator to operate its schools. The academic freedom of each school is a prerequisite adhered to by the Diocese and the Bishop. Schools choose to join the national and regional associations which provide advice, workshops and continuing education for administrators, teachers and board members.

The school is in an older section of town and located across the street from a university. The visitor is instantly made aware of the fever of activity and energy which seems to permeate the school. The office is relaxed and busy with the comings and goings of the day.

The principal is personable, self-assured and fashionable. His office is elegantly appointed but messy and unorganized. He appears to be a diplomat and always aware of his audience.

Mt. Willow Wood Elementary is a school anxious to bend to the continuous winds of change and take from these fresh breezes what it chooses. The principal seems unafraid of a strong wind assured he can survive even a hurricane just as a willow does - it bends but does not break.

The community which this school serves demands innovation and equates the change it brings with success. The principal seems energized by that invitation.

Visioning.

"If it works, let's try it...  
nothing ventured, nothing gained."

Mt. Willow Wood is a school headed by a principal who appears to have the opportunity to take the school wherever his vision leads. The school's reputation within the community due to its success over the last 30 years has earned for its principal an envied position. The governing board, the parents and the staff have all consented to his leadership and are willing to follow his vision. This principal courts innovation and seems anxious to discard any restraining practices which hinder his faculty or himself. His adventurous spirit is fueled by a system which encourages such leadership and has traditionally been willing to invest the principal with the opportunity to vision.

I stayed away from the public school because I knew I would never be able to deal with the rules and regulations. The independent school is free of such problems. Running a school is hard enough without being tied to bureaucratic red tape.

The faculty is acutely aware of his dedication to creative and innovative ideas. They almost seem to compete for his approval of the best new idea or project. They realize that they too have the opportunity to participate in this visioning.

3rd Grade Teacher: We can try anything we want to in our classroom. If the kids are learning and it works, then he wants us to do it.

Episcopal schools are governed by individual school boards comprised of church members, parents and community representatives. There are three kinds of Episcopal schools: parish day schools, diocesan schools and independent schools. In all three cases, the clergy have no more than a single vote on the board and serve as any other board member would. The schools are financially independent of the Church and operate completely on their own resources. The national and regional associations are advisory bodies and are completely voluntary. Thus, the head of a school is answerable only to his board and the constituency which the school serves. This gives the principal a large amount of autonomy and decision making power.

The Board hired me to run this school. They knew my ideas about what an Episcopal school should be and now I have the task of making it that. I have a free rein.

The daily operation of the school is left completely to the principal and his staff. The board's responsibility is to set policy and secure the school financially. These policies are broad and define the mission and philosophy of the school. The implementation of these policies is the domain of the administrator.

Educational procedures and curriculum are developed by the staff. These are done in conjunction with accepted current practices and the broad state guidelines for non-public schools. Curriculum guides are revised and updated by the department heads and the principal. The following memo was sent to department heads to prepare for an upcoming meeting (see Table 30).

## Table 30

Memo to Department Heads - Mt. Willow Wood

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I am concerned about the science curriculum and the sequencing of skills and units. As we begin to examine new textbooks, I think it would be advisable to update our guides. Please come to Wednesday's meeting prepared to discuss this matter.

---

The vision of what an Episcopal school is and how it reflects the Anglican tradition appears to be a driving force in the life of this school and its principal. The principal appears to have the latitude to take it there in his own way.

This school should provide its students with the opportunity to develop their mind and body within a Christian community and safe environment.

Vision within the Organization.

Mt. Willow Wood has a principal whose vision has been translated into the very life the school. He is not afraid to allow the winds of change to bend the traditions upon which the school stands and feels assured that the school's reputation will serve to fortify it against a storm.

This principal is interested in breaking barriers, trying anything new and allowing the school to benefit from the reserve of creativity and energy which is vested in his faculty.

I want these teachers to try anything and everything...how do we know what works if we continue to do just what has always been done. I am by nature a gambler...let me rephrase that...I am a risk taker. These parents want and the kids deserve an adventure. That's what I want this school to be...an adventure.

The faculty has been infected with this spirit of adventure. They seem energized and prepared to begin the journey.

First Grade Teacher: Sometimes it almost scares me how fast we can change something...but then he said to me...schools have always done it this way and it hasn't worked...why do we keep doing what hasn't worked. I know he's right...so I decided to go for it...it's been great!

Fourth Grade Teacher: I have always been a free spirit and had problems doing things like everybody else. At this school, I've come out of the closet...he wants me to do things my way...if it works.

Mt. Willow Wood has always been a bastion of Anglican traditionalism. Previous heads always followed in that tradition. This principal is anxious to test the flexibility of the willow wood and has the autonomy to do so (see Appendix E).

I made no secret of my ideas for this school when this board interviewed me. They too wanted a change. Admissions, curriculum, chapel and perhaps even members of the staff may have to change. They are prepared to back me up. This school is not going to be the way it was...

Board members and parents seem pleased with the vision which this principal has brought to Mt. Willow Wood.

Board member: The school has never been better...I remember when things were stagnant...now it's like a different place...we hired the right person.



Vision through Personal Practices.

This principal wants his school to be a laboratory in which everyone is encouraged to experiment. He wants to loosen the stays of accepted practices and allow the winds of change to blow through. He feels certain that the willow is flexible enough to bend and not break.

The headmaster of an Episcopal school is usually portrayed as a conservative traditionalist with all the trappings of an English prep school. He is seen as a fountain of wisdom ever ready with solutions and advice. This headmaster almost deliberately portrays himself as unassuming and unsure in an attempt to invite ideas and solutions from his staff and parents.

I am a community builder and pride myself on being able to see all sides of a question. I never commit until I've let everyone involved exhaust their ideas.

He first demonstrated his commitment to experimentation by tampering with the rituals of one of the oldest ceremonies practiced in every Episcopal school - the Christmas liturgy known as Lessons and Carols. This ceremony is performed every year in

Episcopal schools and is one of the yearly traditions which seem to make up the very fabric of life at the school. He not only changed the presentation of the ceremony but invited a critique of its continuation.

This principal refrains from making solitary decisions on most subjects. He elects to have a committee come up with alternatives from which he can choose.

3rd Grade Teacher: \_\_\_\_\_ doesn't decide anything...we form a committee when a problem arises.

Admissions Director: Everything is subject to change...nothing is written in stone.

Secretary: He changed things we have done faithfully for years without even blinking. He tells me all the time we can't become stale.

This principal's relaxed and casual manner is reflected in his surroundings and his dress. Though very tasteful, he dresses more like an aging ivy league professor than a proper headmaster. His office is beautifully appointed but stacks of papers, mail and other clutter cover the top of his desk.

This constant search for new and innovative ideas is evident even in his handling of board meetings.

I tell my board at every turn...don't hold me to my first plan, I may need to change. I always want the prerogative to change for something better.

This principal has the latitude and the autonomy to practice his style of administration and implement his vision in this school. It seems to be a good match.

### Reflections.

Mt. Willow Wood is a school secure in its reputation and anxious to court the refreshing winds of change unafraid of what it may bring. This invitation is issued by the principal to every member of the school's community. Those who are challenged by change are thriving; those who find comfort in tradition are frightened and feeling somewhat betrayed. But all have been asked to participate. It is this blanket invitation to all which seems to have incorporated even the oldest faculty member into his "revolution".

This principal has a free hand to use his vision and leadership. He seems to have the unquestioning

trust of his board, the parents, and faculty. The school is in the enviable position of enjoying an excellent reputation within the community and having a very sound financial base upon which to work. The only apparent limits which have been placed on this principal are his capacity to dream and ability to lead. His personal charisma is one of his most useful attributes.

He is personable and diplomatic. Parents describe him as approachable and do not hesitate to bring their concerns or their praise. He invites and almost demands participation of his faculty by his reluctance to make decisions alone. His casual and relaxed demeanor often hides the definitive vision this principal holds for Mt. Willow Wood. He seems able to build community even among members who might become disenfranchised in such a climate of change.

This principal followed a head of school who had established very definite practices and rituals. The "stories and myths" of the school were cultivated and treasured by a faculty whose long tenure had been part of the much loved tradition. Most of the faculty felt they had contributed to the reputation the school

enjoyed. He is now attempting to make some very drastic changes in those ritual and practices by encouraging every teacher to define for themselves their strengths and weakness.

The discrediting of long established rituals initiates a climate of experimentation. This search for new ideas is exactly what this principal stands for. He seems frustrated by the continuation of "tried and true" methods, even those that work. He continually describes education as an adventure... adventure is not found on a well-traveled path...it is found on "the road less taken".

In an attempt to encourage his teachers to continue the search, he challenged them at a faculty meeting.

When I came, I was told there was magic here. I have yet to find it.

This principal would describe magic as new ideas, innovative methods and continuous change. He has been vested with the autonomy to initiate this brand of magic. He also feels certain that Mt. Willow Wood can bend to such change with no fear of disaster.

## CHAPTER VI

### Data Interpretation, Conclusions and Implications

This study focused on the dual roles of principals and how these roles are related to the organizational structure in which they operate. Organizational structures range along a continuum from centralized bureaucracies to decentralized autonomous institutions and can be found in both education sectors, public and private. The purpose of this study was to discover if one organizational structure facilitated the principal's role in the operation of the school to a greater extent than the other.

#### Data Interpretation

The methods used in this study were quantitatively descriptive and qualitatively exploratory. The unit of analysis was the school each exhibiting the characteristics of organizational structure which defined the four groups. Concerned with the experience of this phenomenon (organizational structure) for the participants in the sample, the theoretical orientation was phenomenological inquiry.

This examination had two phases of inquiry. Phase I employed quantitative methods to focus on the bureaucratic linkage of the principal. Phase II utilized qualitative case studies to examine the cultural linkage.

Phase I focused on the practices of the principal, termed "bureaucratic linkage" by Firestone and Wilson (1985). This phase was quantitative in nature and employed deductive analysis and statistical methods. The sample for Phase I was large, consisting of 75 schools randomly selected from an eight parish area of Louisiana in which both education sectors, public and non-public, operate successfully. This phase employed a survey with responses subjected to chi-square analyses. The survey items used Schein's (1985) administrative tasks framework to examine the role of the principal.

Phase II focused on the principal's role in the culture of the school, termed "cultural linkage" by Firestone and Wilson (1985). This phase was qualitative in nature and employed an inductive approach and content analysis. The small sample was chosen from those schools identified by their survey

responses as exhibiting "intensely" the phenomenon under study (Patton, 1990). This type of purposeful sampling insures information-rich cases for field study. The four case studies included interview, observation and document data. Sashkin's framework for the culture building role of the principal was the analytical format used. Employing a "sensitizing concept" (Patton, 1990) to analyze qualitative data lends itself well to cross-case analyses. The case studies also attempted to employ metaphorical analogies to assist the reader.

Sensitizing concepts bring focus to qualitative research and give the researcher a reference point (Patton, 1990). This application of data interpretation examines how a concept is manifested in a particular setting. These concepts originate in theory or the research literature. This study used Sashkin's framework of visioning as the sensitizing concept to facilitate a cross-case analysis of the data. Each case study focused on Sashkin's three categories of visioning, vision within the organization, and vision through personal practices.



The summary of the data has been presented using this format.

The validity of the research was assured by the triangulation of methods, data, investigators and theory. Denzin (1970) suggests that by combining multiple observers, theories, methods and data sources researchers can overcome bias that comes from single data sources. Triangulation can assure verification and validation of the data analysis.

Both quantitative and qualitative methods were employed yielding data in various forms. More than one investigator visited the schools included in the field study to insure internal validity. Qualitative data sources included observations, interviews and document analysis. Divergent sources contribute to the credibility of findings (See Appendix F). The study was grounded in organizational theory involving the management and control of organizations. This was augmented by imposing theoretical parameters on both roles of the principal to facilitate the study.

As the literature suggests, recent calls from many constituencies are urging reform involving the organizational structure of school systems. As a shift

in the managerial philosophy moves toward greater decentralization, the role of the principal as a key factor in school operations is of interest.

Organizational theory is laden with constructs of leadership and decision-making as they relate to bureaucratic and autonomous organizations. This research focused on this leadership role in differing organizational structures.

### Conclusions

The research questions formulated for this study were stimulated by contradictions and discrepancies in the literature of organizational theory. The methods employed to answer the research questions were taken from both the quantitative and qualitative research paradigms.

Question 1 sought to determine a relationship between the type of governance (public/non-public) and the perception of organizational structure (centralized/decentralized) as it applied to the administrative tasks of the principal. This role of the principal, termed bureaucratic linkage or critical

functions, was examined using Schein's framework of administrative tasks which categorizes these tasks as achieving, adapting and coordinating. Ten key administrative tasks were chosen from among the categories for analyses.

The ten administrative tasks chosen represented the category of achieving and used the development of school philosophy, assessment of curriculum needs, supervision of instruction and policy development regarding parent participation as indicators. The category of adapting used the establishment of disciplinary policy and preparation of the school budget as indicators. Finally, providing opportunities for professional growth, establishment of promotional practices, hiring procedures and planning for growth of the physical plant illustrate the category of coordinating in Schein's framework.

The survey responses were analyzed using the nonparametric statistic of chi-square for each of the hypotheses developed upon the ten administrative tasks chosen from each category. Probability level required for significance was reduced to  $p < .01$  ( $X^2_{crit} = 6.636$ ).

Of the ten administrative tasks selected to determine if a relationship existed between the type of governance (public/non-public) and the organizational structure (centralized/decentralized), six of the tasks showed a significant relationship. Centralized public schools placed the tasks of curriculum assessment, promotional practices, professional growth, hiring procedures, development of a school budget and the supervision of instruction with the central office or state department. Decentralized non-public schools allocate these same tasks to the school staff and principal.

No significant relationship could be found for four of the task areas. Both public and non-public schools indicated the development of a school philosophy, parent participation policy, disciplinary policy and planning for the school's physical plant as tasks which were the responsibility of the principal. The organizational structure had no bearing for either sector on their perceptions of the responsibility level to which these tasks were allocated.

The following table summarizes the chi-square analyses used to test the hypotheses for Question 1.

Table 31

Summary of Chi-Square Analyses of Administrative Tasks and Their Relationship to Governance and Organizational Structure

<u>Task Categories</u>	<u>Significant Relationship</u>	<u>No Significant Relationship</u>
Achieving	curriculum assessment	school philosophy
	supervision of instruction	parent participation
Adapting	school budget	discipline policy
Coordinating	promotional practices	planning of school plant
	hiring procedures	
	professional growth	

The chi-square analyses also offer some other insights into the delegation of decision making authority regarding key administrative tasks. Many theorists and researchers have continually called for more autonomy to be deposited at the school site with the professionals responsible for running the school. The concept of teacher empowerment has been looked to as an avenue to invigorate the schools. It is

interesting to note the tasks in the public sector identified by faculties of both centralized and decentralized structures as those delegated to the central office of state. These four tasks would seem to be paramount to the success of any school. Curriculum assessment, professional growth, promotional practices and hiring practices are all key factors in school operation and yet they are not decided at the school level.

Accordingly, the tasks in the non-public sector which were more frequently assigned to the system or state were those which deal with finances and accreditation requirements. School budgets, growth of the physical plant, promotional practices and professional growth were perceived by more respondents in both organizational structures in this sector as likely to be assigned to the system or state. Two of these issues are less connected with the teacher's professional role.

These differences may suggest a research agenda for the future which could define areas of professional empowerment for school systems. Site-based management and other decentralization plans have

examined ways to restructure these types of tasks and authority levels to place them closer to the school site professionals.

Question 2 sought to discover any differences between the principal's role in shaping the culture of a school which operates in a centralized bureaucratic setting and one in a decentralized autonomous setting as they exist in both education sectors. Qualitative case studies were employed to focus on an elementary school in each group. These elementary schools were purposely chosen to study because of their combined responses on the administrative tasks questionnaire. Schools in each of the four groups were eligible for field study if they intensely exhibited the phenomenon of interest, organizational structure.

The principal's role in shaping the culture of the school is a dynamic one and only recently recognized as a critical dimension in school operation. This role of culture builder (cultural linkage) was examined by using Sashkin's (1988) framework: visioning, vision within the organization and vision through personal practices. This framework yielded the sensitizing

concepts for the case studies and lent itself to the following cross-case analysis.

Visioning, as it applies to the principal's role in shaping the culture of the school, appeared to function very differently in the two organizational structures. Both schools, public and non-public, which were characterized as centralized and bureaucratic hampered this visioning process of the principal. Both principals reported in interviews and through observations that their leadership involving the development and nurturing of "vision" was controlled by an outside authority (the parish central office or the diocesan office). Both principals indicated their vision had either been dimmed or dramatically altered and this diminished their leadership in other areas.

Principals in decentralized autonomous schools in both sectors practiced "visioning" in a more significant manner. Their autonomy and freedom from externally imposed rules seemed to encourage this visioning process for the principal and the staff. Their vision of the school enhanced their leadership in other areas.



Vision within the organization was less apparent in centralized systems. The principals found it more difficult to implement policies which would enhance their vision. More administrative tasks and decisions are relinquished to the central (diocesan) office and thus removed from the school staff and administrator. The principal's opportunity to nurture their vision within the organization through policy implementation was greatly diminished.

Administrators in more autonomous organizations were encouraged to formulate their own policies. The principal's vision of the school and its direction became reflected in the programs and practices they implemented. Freedom from external control necessitates policy formulation by the principal and staff.

Vision through personal practices presented the most difficulty in detecting differences within schools operating in the two organizational structures. All the principals seemed to exhibit behaviors which sought to express their vision for the school. Though centralized bureaucratic systems allowed less self-expression, both principals in the case studies

continued to hold quietly to their vision through little noticed practices. Principals in autonomous schools "advertised" their vision through personal practices which almost appeared to be planned and deliberate.

Qualitative research culminates with a search for cultural themes. Spradley (1979) defines such themes as a principle people believe and accept as true about the nature of their experience. Themes have a high degree of generality and apply to numerous situations. From the cross-case analyses of the four schools, several themes emerged. These themes are presented in the following table.

Table 32

Cultural Themes Derived from the Case Studies Using Sashkin's Framework

Sashkin's Framework	Centralization	Decentralization
Visioning	1. Visioning impeded by higher authority	1. Visioning enhanced by authority held within the organization
Visioning Within the Organization	1. Organizational priorities are set by outside decision makers  2. Commitment lessen by lack of participation in goal setting	1. Organizational priorities are set by participants  2. Staff empowerment enhanced
Visioning Through Personal Practices	1. Personal practices are diminished by overriding outside directives	1. Personal practices are symbolically important due to heightened leadership role

Qualitative studies should always be subjected to alternative explanations and insights. These four case studies could raise other questions about the principals involved. Because components of leadership have never been satisfactorily identified by researchers, the notion of personality traits always

enters into a case study of this kind. The question is obvious. Given the same school and setting, would another principal and faculty perceive the organizational structure in the same light? There certainly could be some variation, but the validity of the interpretations was assured by the number of schools in each system which also characterized the system in the same terms.

Though personality and perception are variables, perception is reality and determines one's actions in that situation. It would be impossible for any faculty to remove their perceptions of the setting and thus alter their reactions. The theoretical orientation of this study was phenomenological inquiry and concerned with the experience of the participants with this phenomenon. To the participants involved, their perceptions of organizational structure determine their reactions to it.

Leadership studies have always attempted to determine what role personality and leadership style have on the leadership function. These variables do influence reactions to organizational phenomenon but have not been shown to be the sole determining feature.

They would account for some variation of reaction but would not discount the influence of organizational structure and its relationship to the principal's role.

It must be remembered that qualitative studies and their results are justifiable only as far as situational applicability holds. This study makes no further claims.

Question 3 investigated any similarities or differences which could be determined between the dual roles of the principal in each organizational structure as they existed in both public and non-public education sectors. The differences that emerged in the roles of the principals are inherently more interesting than the similarities. For it is the differences in roles defined by the organizational structure that suggest a new dimension in educational reform.

Centralized bureaucratic organizational structures define the principal's dual roles in very definite ways. The managerial practices (bureaucratic linkage) are often determined by policy makers removed from the school site. Many of the decisions essential to the effective operation of the school are relinquished to a higher authority. These include such critical tasks as

curriculum assessment, hiring practices and supervision of instruction.

The role of culture builder (cultural linkage) is also hampered by this type of organizational structure. The process of visioning and its implementation within the organization and through personal practices is often diminished due to the lack of autonomy given the school site administrator. The schools operating in this type of organizational structure are overly concerned with implementing rules and regulations and maintaining the status quo. There is a sense of acquiescence and compliance on the part of the principal and the staff, preoccupied with meeting state and system requirements.

Decentralized autonomous organizational structures also define the roles of the school principal. Administrative tasks are, of course, the responsibility of the principal. The autonomy given the principal to make decisions necessary for the successful operation of the school enables his/her leadership to extend to other areas. Emphasis seems to be placed on results rather than process, on wholeness rather than the parts.

The culture building role of the principal is enhanced in this organizational structure. Visioning becomes a necessary part of leadership due to the autonomy afforded the principal. This autonomy also enables the administrator to implement practices which serve to nurture their vision. Schools seem to exhibit a sense of adventure as they are allowed opportunities for individual expression in both policy and practice.

In conclusion, the dual roles of the principalship are defined very differently for schools operating in the two organizational structures involved in this study. Centralization and decentralization are interpreted and implemented differently in the public and non-public sector.

Centralization delegates the role of the principal to the level of middle manager (not used here as style term). The school administrator takes on the task of compliance and implementation and seems to relieve the principal of the role of instructional leader and change agent. Both functions are diminished in importance and become less definable. Centralization exists in both sectors but is implemented in a more pronounced manner in the public sector. Interestingly,

fewer school faculties in both sectors perceive themselves as operating within a centralized organizational structure.

Decentralization attempts to deposit more autonomy with the professionals at the school site. Implementation of this organizational structure is evidenced in both sectors. More school faculties perceive their schools as operating in a decentralized organizational structure. Both functions of the principal appear to be enhanced by this type of organizational structure.

### Summary

The administrative tasks function, termed "bureaucratic linkage" by Firestone and Wilson (1985), obviously operate quite differently in a centralized bureaucratic organizational structure. Key managerial practices which are essential to the effective operation of a school are removed from the school principal to a higher authority in an attempt to standardize procedures for the entire system.

Many of the managerial practices which lie at the heart of school operations, such as curriculum



assessment and hiring procedures, are not performed by the administrator who is responsible for the success of the school. This dependence on external regulation and decision-making may be a key ingredient in the effectiveness of the school and its leadership. The principal's role in a centralized bureaucracy is often reduced to a middle management position.

Managerial practices of the principal in decentralized autonomous institutions take on a very different function. The principal and staff are responsible for administrative tasks which define the very boundaries of school operation.

Principals in these schools, both public and non-public, have the authority to make decisions concerning practices involving school budget, promotional practices and other essential areas of operation. Autonomy is vital to performance and improvement in school leadership.

The cultural linkage of the principalship as defined by Firestone and Wilson (1985) is equally distinctive in the two organizational structures. Centralized bureaucratic systems emphasize compliance and process in an attempt to regulate the schools under

their domain. This feeling of external control often diminishes the role of the principal as a leader. Without the embodiment of shared values and beliefs vested in the leader, the principal's role as culture builder becomes secondary and unimpressive.

Autonomy, on the other hand, appears to enliven the role of culture builder in the school principal. The boundaries between leadership and culture are difficult to discern, but it may be safe to say that one shapes the other. Of the processes involved in culture building, visioning is possible and encouraged in a decentralized organizational structure.

Surprisingly, more schools in the public sector were described as decentralized by their responses on the survey instrument than expected by this researcher. In the public school sample, 55% operated in decentralized systems with 6 schools eligible for the case study. The survey was able to characterize parish systems as decentralized with the majority of the schools responding from that system all indicating the same phenomenon. This assured that the survey was yielding accurate information and not overly affected by a principal's leadership style or personality.

Just as surprising was the number of non-public schools in the sample which described their schools as centralized. 35% of the non-public schools indicated by their responses that their system exhibited centralist features. These schools were all members of the Catholic school system. Catholic schools are under the direction of their diocese and the church parish. Catholic schools can be a parish school or an independent school operated by an order of nuns or brothers which oversee their operation.

The concepts of centralization and decentralization are interpreted somewhat differently in the public and non-public sector. Though both sectors exhibit centralist and decentralist features, these features are implemented in varying degrees. Centralization appears to reach its epitome in the public sphere while decentralization seems to be most prominent in the non-public sector. Systems operating within both sectors are definable by the degree to which they adopt the constructs of each organizational structure.

In the public sector, centralized systems exhibit all the "classic" bureaucratic characteristics with

top-down management, regulations and supervision to insure compliance. Administrative decisions are removed from the school site and deposited with a higher authority. The principal is a middle manager.

Centralization in the non-public sector is evidenced by broad guidelines, some financial assistance and membership in a common value system. Though these may exert some influence in the schools operating within this system, centralist features in the non-public sector are not as pronounced and conventional.

The same comparison can be made for the concept of decentralization as it exists in each sector. Decentralized systems in the public sector do deposit more autonomy with the school site administrator. Administrative decisions are encouraged at the school level and this does seem to deepen the commitment of the staff. However, there continues to be external controls which define the outer boundaries of school operation.

Decentralization in the non-public sector exists in its most pronounced state. Schools are single entities operating under their own direction and

answerable only to their clientele. The principal and staff are responsible for making all the administrative decisions which govern the school's operation. The school's survival depends on its ability to meet the needs of the children it serves.

Both organizational structures exist in the public and non-public sector but are implemented in varying degrees. Centralist features are more typical in the public sector while decentralist features more pronounced in the non-public sector. The following table summarizes features of implementation as they existed in the case studies examined.

Table 33

Implementation of Centralist and Decentralist Features in Public and Non-Public Schools

	Centralization	Decentralization
Public	1. top-down management 2. regulations 3. middle managers	1. more autonomy given to school principal 2. staff committment enhanced
Non-Public	1. broad guidelines 2. some financial assistance 3. common value system	1. school are single entities 2. staff empowerment 3. answerable to community it serves

This study focused on the operation of schools in each organizational structure and the different characteristics these structures placed on the role of the principal in these polaristic management systems. Recent calls by parents and educators alike for a shift in the managerial continuum from centralized to decentralized organizational structures raises the question about the advantages offered.

In this study, I found decentralization appeared to enhance the role of the principal in both education sectors. The dual roles of the principalship seemed to be nurtured by the autonomy offered in this type of management system. Both the public and non-public "version" of decentralization afforded the principal the autonomy and decision-making authority to effectively operate the school and incorporate a shared set of values and commitment among the school's constituencies. The autonomy given the principal over managerial practices strengthens their ability to practice the role of culture builder. Together, these two roles of the principal are enhanced within a decentralized autonomous organizational structure.

### Implications for Future Research

As the country enters the 21st century, President Bush has issued a call for a complete restructuring of America's educational system. America 2000: An Education Strategy directly calls for a shift in the management of our schools to a more decentralized system. This plan designates the school and its leaders as the accountability unit which can achieve the needed improvement. It does, however, endorse centralist features such as national curriculum and exam.

As this national strategy gains momentum, more research will be needed to study the principal's role in this type of organizational structure. As principals are expected to take more responsibility for the success of their school, leadership selection and training will become paramount to school systems and universities.

This shift in the managerial continuum may finally force centralized systems to examine successfully operated decentralized systems. Historically, there has existed in this country an entire school system operating within varying degrees of decentralization.

I speak of the non-public or independent schools which have traditionally operated within an organizational structure that can be described as decentralized and autonomous. This system offers an existing "laboratory" for studying the effects of a different management agenda on the many aspects of school operation. Perhaps, research should no longer exclude this segment of our education community but reap from it the information it can provide.

More research also needs to be done on the current experiments in decentralization which are being conducted in this country. The Chicago and Detroit public schools are only two such examples. Kentucky has recently adopted a decentralized system.

Teacher empowerment is another line of research suggested by this study. Decentralization should encourage the empowerment of many school constituencies.

Lastly, continuing leadership research is called for. This concept has eluded researchers and social scientists for decades. Perhaps a new focus will help to refine the research agenda. As organizational structure becomes the focus of leadership research, the



factors of each which enable pragmatic agendas of administration within educational institutions to enhance performance will be of interest. Factors which affect school performance are many, but the role of the principal is certainly prominent in effective schools. The relationship of organizational structure to the role of the principalship may well be a future line of research as school restructuring goes forward.

#### A Final Thought

Many reform agendas have been inflicted upon the educational system in this country in an attempt to improve performance. Restructuring is the most current reform sweeping the nation. As this reform reaches fruition, the management and leadership agendas for educational institutions will be forced to change. Perhaps this change will bring a redepositing of decision making power with the professionals who directly deliver the services. Educational leadership should be allowed to develop an enlightened, critical and pragmatic outlook (Maxcy, 1991).

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APPENDIX A  
Correspondence



INSERT LETTER FROM  
LYONS



College of Education and Allied Professions  
Educational Administration Department  
332 Kennedy Building  
701547-4717

August 2, 1991

Ms. Cheryl Roulle  
Epiphany Day School  
303 W. Main Street  
New Iberia, LA 70560

Dear Ms. Roulle:

Please find enclosed a copy of the questionnaire that I used for the study you inquired about. The source from which I developed the questionnaire is shown on it. Feel free to use it if it will facilitate your research.

Best wishes and success in your study.

Sincerely,

James F. Lyons  
Chairperson

JFL/eru

encl.

November 18, 1991

Ms. Barbara Dunbar  
Assistant Superintendent  
Office of Research and Development  
State Department of Education  
P.O. Box 94064  
Baton Rouge, LA 70804-9064

Dear Ms. Dunbar:

I am a doctoral student at Louisiana State University in Educational Administration. To complete my dissertation, I need some information I hope you can supply for me. Dr. Spencer Maxcy and Dr. Charles Teddlie are on my committee and directing the research.

I need the names of the faculty of all the elementary schools, both public and private in the following parishes: Lafayette, St. Martin, St. Landry, St. Mary, Vermilion, Iberia, Acadia and Evangeline. These 8 parishes comprise the Acadiana area of southwest Louisiana. I define an elementary school as any school which contains grades PK-8 or any combination thereof.

This information will be used only to randomly select 3 teachers in each chosen school to respond to a survey. The survey will be sent to the school and therefore I only need a list of the names of the faculty. Mrs. Shields who compiles the annual report assures me this information can be easily retrieved if you grant your permission.

Thank you for your help in my research. My mailing address and phone number are included at the bottom of this letter.

Sincerely,

Cheryl B. Boutte'  
1115A Fontelieu Road  
St. Martinville, LA 70582  
318-364-6841

December 1, 1991

Dear Principal,

I am a doctoral student at Louisiana State University in educational administration. I am currently working on my dissertation under the direction of Dr. Spencer Maxcy, Department of Administrative and Foundational Services. The purpose of my dissertation is to investigate the effect of organizational structure on the principalship.

I am requesting your participation in the field testing of a questionnaire which will be used in the research. Would you and 3 of your teachers examine the questionnaire and fill it out. Would you please indicate any items which were unclear to you or inappropriate to the tasks of the principal in your professional judgement.

I would appreciate your help in this step of my research. Could you please return the 4 completed surveys by Thursday, Dec. 5th. A self-addressed stamped envelope is enclosed. I know how valuable your time is and much appreciate your assistance.

Thank you,

Cheryl B. Boutte, Ed.S.  
303 West Main Street  
New Iberia, LA 70560  
318-364-6841

December 6, 1991

Dear \_\_\_\_\_,

I am a doctoral student at Louisiana State University in educational administration. I am currently working on my dissertation under Dr. Spencer Maxcy, Department of Administrative and Foundational Services. The purpose of my dissertation is to investigate the effect of organizational structure on the principalship.

Would you and 3 teachers (\_\_\_\_\_, \_\_\_\_\_ and \_\_\_\_\_) fill out the survey. If any of these teachers no longer work at your school, please choose another classroom teacher to replace that name.

I appreciate your help in this step of my research. Could you please return the 4 completed surveys by Friday, Dec. 13th. A self-addressed stamped envelope is enclosed. I know how valuable your time is and much appreciate your assistance.

Thank you,

Cheryl B. Boutte'  
303 West Main Street  
New Iberia, LA 70560  
318-364-6841

December 6, 1991

Dear \_\_\_\_\_,

I am a doctoral student at Louisiana State University in educational administration. I am currently working on my dissertation under Dr. Spencer Maxcy, Department of Administrative and Foundational Services. The purpose of my dissertation is to investigate the effect of organizational structure on the principalship.

I am requesting your participation in responding to the included questionnaire which will be used in the research. Would you and any 3 of your teachers (grades \_\_\_\_\_) fill out the survey.

I appreciate your help in this step of my research. Could you please return the 4 completed surveys by Friday, Dec. 13th. A self-addressed stamped envelope is enclosed. I know how valuable your time is and much appreciate your assistance.

Thank you,

Cheryl B. Boutte'  
303 West Main Street  
New Iberia, LA 70560  
318-364-6841

December 16, 1991

Dear \_\_\_\_\_,

Just a reminder ... last week you received a questionnaire on administrative tasks of the principalship. I would appreciate it if you could return it to me before you leave for the holidays. I know how valuable your time is and how busy this time of the year is. Any help you can give me would be very much appreciated. The survey included a self-addressed, stamped envelope for your convenience.

Thank you again for your time and happy holidays.

Sincerely,

Cheryl Boutte'  
303 West Main Street  
New Iberia, LA 70560  
318-364-6841



HOLT, RINEHART AND WINSTON, INC.

ORLANDO, FLORIDA 32807 (407) 345-1000 Telex 548175 Fax (407) 342-0900  
PERMISSIONS DEPARTMENT

April 13, 1992

HRWC Ref: BOUTTE

Ms. Cheryl B. Boutte  
303 West Main Street  
New Iberia, Louisiana 70560

Dear Ms. Boutte:

In response to your March 9 letter, we are willing to grant permission for the reprinting of the table on page 175 from THE ETHNOGRAPHIC INTERVIEW by James P. Spradley (Seq. Num: 34778) in your forthcoming dissertation, provided copyright credit is given as a footnote on each page on which the excerpts are reprinted, as follows:

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We are also willing to grant permission for your thesis to be reproduced and distributed in 50 copies only, by University Microfilms, provided you give complete credit to the source. If your dissertation is committed for publication, we ask that you reapply.

Sincerely yours,

*Kimberly A. Novellino*  
Kimberly A. Novellino  
Permission Assistant



APPENDIX B

Administrative Tasks Questionnaire

### Administrative Tasks Questionnaire

This survey has been adapted from a study done by J.E. Lyons on administrative tasks and decision-making. By completing this questionnaire, you will provide information about the effect of school organization on the educational process.

Your answers will be kept strictly confidential. Results will appear in summary or statistical form only, so that neither individuals nor schools can be identified.

Thank you for your time and cooperation.

**Questionnaire on Administrative Tasks  
of the Principalship**

**Directions:** Please check the column that most appropriately represents the level where decisions are made relative to each of the managerial practices listed below.

	Principal	School Staff	Central Office	State Dept.
<b>ACHIEVING</b>				
a. Develop educational philosophy of school				
b. Formulate school goals				
c. Set expectations for student achievement				
d. Establish grading policies				
e. Monitor student progress				
f. Communicate objectives of the school program to the faculty				
g. Determine curriculum content and organization				
h. Assess curriculum needs				
i. Supervise instruction				
j. Develop policies for parent participation				

	Principal	School Staff	Central Office	State Dept.
<b>ADAPTING</b>				
a. Formulate personnel practices				
b. Make teacher assignments				
c. Diagnose staff weaknesses and strengths				
d. Improve teacher performance				
e. Relate desired curriculum to available time, facilities and personnel				
f. Develop extra-curriculum programs				
g. Provide materials and equipment for programs				
h. Establish discipline policy				
i. Provide guidance services				
j. Prepare school budget				
k. Maintain physical plant				
l. Handle parental complaints				
m. Design programs to integrate the school into community life				
n. Represent school in community organizations				
o. Organize community service projects				

	Principal	School Staff	Central Office	State Dept.
<b>COORDINATING</b>				
a. Hire personnel				
b. Set expectations for staff performance				
c. Provide opportunities for professional growth of staff				
d. Conduct staff observations				
e. Resolve teachers' problems				
f. Provide in-service programs for faculty				
g. Conduct student orientations				
h. Establish promotional practices				
i. Provide for internal accounting				
j. Administer school purchasing				
k. Keep school records				
l. Determine needs of plant				
m. Plan for orderly growth of plant				
n. Implement programs to strengthen curriculum				
o. Make schedules to best utilize time, facilities and personnel				

Personal Information

1) How many years of teaching experience have you had?

2) How many years have you been a principal?

3) How old are you?

4) What is your sex?

5) What is your race?

6) Highest degree earned? (circle one)

BA/BS/ or equivalent

MA/MS/HEd

Master's + 10 hrs

EdS

EdD

PhD

7) Please circle the category in which your annual salary falls:

\$15,000 - \$19,999

\$20,000 - \$24,999

\$25,000 - \$29,999

\$30,000 - \$34,999

\$35,000 - \$39,999

\$40,000 - \$44,999

\$45,000 - \$49,999

\$50,000 or above

**School Information**

- 1) Please indicate the grade levels which comprise your school.  
(Write in)

Lowest grade level \_\_\_\_\_

Highest grade level \_\_\_\_\_

- 2) How many students are presently enrolled in your school?  
(Write in)

\_\_\_\_\_

- 3) How many full time classroom teachers work in this school?  
(Write in)

\_\_\_\_\_

- 4) Does your school have enrichment teachers to teach the  
following subject? (Circle all that apply)

Music	1
Physical Education	2
Art	3
Foreign Language	4
Computer Education	5
Special Ed. Services	6
Librarian	7
After care program	8

APPENDIX C

Validation of Survey Instrument



November 13, 1991

Robert G. Fontenot, Ed.D.  
Department of Educational  
Foundations and Leadership  
University of Southwestern Louisiana  
P.O. Box 43091  
Lafayette, LA 70504

Dear Dr. Fontenot,

As you know, I am in the doctoral program at L.S.U. and writing my dissertation. My research will require a survey of elementary school principals. Would you please help me in establishing the content and face validity of this instrument which was initially developed by Dr. J.E. Lyons at the University of North Carolina but modified for this project?

The instrument deals with the managerial practices of the principal and the level where decisions are made concerning these practices. My research design is going to utilize Schein's framework for the critical functions of the principalship where he grouped administrative tasks under the areas of achieving, adapting and coordinating.

Would you please group the items listed according to the descriptions of the categories. After the survey is completed, I would also ask you to examine it for face validity.

Your help in this step of my research would be invaluable and much appreciated.

Sincerely,

Cheryl B. Boutte, Ed.S.

### Administrative Tasks Questionnaire

Dr. Lyons developed his instrument from Groton's list of administrative task areas. Using his framework, this instrument attempts to group administrative tasks under Schein's categories for critical functions of the principalship. Schein's categories are as follows:

- |              |   |
|--------------|---|
| Achieving    | tasks necessary to accomplish the goals of the organization                       |
| Adapting     | tasks necessary for the organization to function in the setting which it operates |
| Coordinating | tasks necessary for the organization to effectively and efficiently operate       |

Using the following abbreviations, please indicate in which category you would place each item.

Achieving	ACH
Adapting	ADA
Coordinating	COOR

- |       |  |
|-------|--|
| _____ | Develop educational philosophy of school               |
| _____ | Formulate school goals                                 |
| _____ | Set expectations for student achievement               |
| _____ | Set expectations for staff performance                 |
| _____ | Provide opportunities for professional growth of staff |
| _____ | Diagnose staff weaknesses and strengths                |
| _____ | Improve teacher performance                            |

- \_\_\_\_\_ Establish promotion practices
- \_\_\_\_\_ Establish grading policies
- \_\_\_\_\_ Monitor pupil progress
- \_\_\_\_\_ Hire personnel
- \_\_\_\_\_ Formulate personnel practices
- \_\_\_\_\_ Make teacher assignments
- \_\_\_\_\_ Communicate objectives of the school program to the faculty
- \_\_\_\_\_ Conduct staff observations
- \_\_\_\_\_ Resolve problems of teachers
- \_\_\_\_\_ Establish discipline policy
- \_\_\_\_\_ Provide guidance services
- \_\_\_\_\_ Conduct student orientations
- \_\_\_\_\_ Develop extra-curricular programs
- \_\_\_\_\_ Assess curriculum needs
- \_\_\_\_\_ Determine curriculum content and organization
- \_\_\_\_\_ Relate desired curriculum to available time, facilities and personnel.
- \_\_\_\_\_ Prepare school budget
- \_\_\_\_\_ Provide for internal accounting

- \_\_\_\_\_ Administer school purchasing
- \_\_\_\_\_ Keep school records
- \_\_\_\_\_ Plan for orderly growth of school plant
- \_\_\_\_\_ Determine needs of plant
- \_\_\_\_\_ Maintain physical plant
- \_\_\_\_\_ Supervise instruction
- \_\_\_\_\_ Provide in-service programs for faculty
- \_\_\_\_\_ Provide materials and equipment for programs
- \_\_\_\_\_ Implement programs to strengthen curriculum needs
- \_\_\_\_\_ Make schedules to best utilize time, facilities, and personnel.
- \_\_\_\_\_ Develop policies for parent participation
- \_\_\_\_\_ Handle parental complaints
- \_\_\_\_\_ Represent school in community organizations
- \_\_\_\_\_ Organize community service projects
- \_\_\_\_\_ Design programs to integrate the school into community life.

APPENDIX D  
Statistical Analysis

# Calculations of the Chi-Square Analysis for the Development of a School Philosophy

Note: These are the hand-done calculations for the combined responses of the principal and teachers.

H<sub>0</sub>: From the combined responses, there is no relationship.

H<sub>a</sub>: From the combined responses, there is a relationship.

	Cent.	Decent.	
P.	9	54	63
	6.84	56.16	
NP	5	61	66
	7.16	58.84	
	14	115	129

$$\chi^2 = \sum \frac{(O-E)^2}{E}$$

$$\chi^2 = \frac{(9-6.84)^2}{6.84} = \frac{4.67}{6.84} = .68$$

$$= \frac{(54-56.16)^2}{56.16} = \frac{4.67}{56.16} = .08$$

$$= \frac{(5-7.16)^2}{7.16} = \frac{4.67}{7.16} = .65$$

$$= \frac{(61-58.84)^2}{58.84} = \frac{4.67}{58.84} = .08$$

$$\underline{1.49}$$

E for each cell:

$$PC = \frac{63 \times 14}{129} = 6.84$$

$$PD = \frac{63 \times 115}{129} = 56.16$$

$$NPC = \frac{66 \times 14}{129} = 7.16$$

$$NPD = \frac{66 \times 115}{129} = 58.84$$

Decision Rule:  $\alpha = .01$   
 $df = 1$  reject H<sub>0</sub> if  $\chi^2 > 6.635$

Conclusion: Based on the evidence, I accept H<sub>0</sub>: There is no relationship.

# Calculations of the Chi-Square Analysis for the Preparation of the School Budget

Note: These are the hand-done calculations for the combined responses of the principal and teachers.

H<sub>0</sub>: From the combined responses, there is no relationship.

H<sub>a</sub>: From the combined responses, there is a relationship.

	Cent.	Decent.	
P.	28	33	61
NP.	9	56	65
	37	89	126

E for each cell:

$$PE = \frac{61 \times 37}{126} = 17.91$$

$$PD = \frac{61 \times 89}{126} = 43.09$$

$$NPE = \frac{65 \times 37}{126} = 19.09$$

$$NPD = \frac{65 \times 89}{126} = 45.91$$

$$\chi^2 = \sum \frac{(O-E)^2}{E}$$

$$\chi^2 = \frac{(28-17.91)^2}{17.91} = \frac{101.81}{17.91} = 5.68$$

$$= \frac{(33-43.09)^2}{43.09} = \frac{101.81}{43.09} = 2.36$$

$$= \frac{(9-19.09)^2}{19.09} = \frac{101.81}{19.09} = 5.33$$

$$= \frac{(56-45.91)^2}{45.91} = \frac{101.81}{45.91} = 2.22$$

$$15.59$$

Decision Rule:  $\alpha = .01$   
 $df = 1$  reject H<sub>0</sub> if  $\chi^2 > 6.635$

Conclusion: Based on the evidence, I reject H<sub>0</sub> and accept H<sub>a</sub>: There is a relationship.

# Calculations of the Chi-Square Analysis for Hiring Practices

**Note:** These are the hand-done calculations for the combined responses of the principal and teachers.

**H<sub>0</sub>:** From the combined responses, there is no relationship.

**H<sub>a</sub>:** From the combined responses, there is a relationship.

	Cent.	Decent.	
P	44	11	61
NP	1	62	63
	45	73	118

E for each cell:

$$\begin{aligned}
 PE &= \frac{61 \times 45}{118} = 23.14 \\
 PD &= \frac{61 \times 73}{118} = 38.86 \\
 NPE &= \frac{63 \times 45}{118} = 23.90 \\
 NPD &= \frac{63 \times 73}{118} = 40.14
 \end{aligned}$$

$$\chi^2 = \sum \frac{(O - E)^2}{E}$$

$$\begin{aligned}
 \chi^2 &= \frac{(44 - 23.14)^2}{23.14} + \frac{(11 - 38.86)^2}{38.86} + \frac{(1 - 23.90)^2}{23.90} + \frac{(62 - 40.14)^2}{40.14} \\
 &= \frac{(20.86)^2}{23.14} + \frac{(-27.86)^2}{38.86} + \frac{(-22.90)^2}{23.90} + \frac{(21.86)^2}{40.14} \\
 &= 18.58 + 12.30 + 20.90 + 11.90 \\
 &= 63.68
 \end{aligned}$$

**Decision Rule:**  $\alpha = .01$   
 $df = 1$  reject  $H_0$  if  $\chi^2 > 6.635$

**Conclusion:** Based on the evidence, I reject  $H_0$  and accept  $H_a$ : There is a relationship.



APPENDIX E  
School Documents

## Parish Discipline Policy/ Drift Wood Elementary

# DISCIPLINE POLICY FOR EVANGELINE PARISH SCHOOLS

## I. PHILOSOPHY OF DISCIPLINE

Every pupil is entitled to an education which shall be offered in an orderly, healthy atmosphere, both physical and emotional, and in a fair and equitable treatment in all matters pertaining to school life.

Every child shall comply with all rules and regulations of both the state and the Evangeline Parish School Board, having to do with student behavior. In a democracy there exist many privileges and freedoms, all of which are dependent on observance of certain rules and regulations. It should be made very clear that any student, by his own failure to comply with school regulations, may lose his right to a public education.

Each teacher in Evangeline Parish is responsible for providing and environment that will bring about effective learning that enables each student to achieve his maximum potential.

The home shares responsibility in the education of a child, and the attitude of the home toward school is reflected by the student.

## II. DEFINITION OF DISCIPLINE

Discipline is a mental attitude and a state of self-control that results in adherence and proper conduct under all conditions. Discipline is also a standard of behavior which is demonstrated by appropriate conduct in all situations. Recognition and application of acceptable conduct and behavior by all students must be adhered to, if there is to be a learning environment in which education can properly take place. In a learning environment, the particular desires of an individual must conform to the quality of behavior necessary to create a stable learning environment. Any student whose behavior or conduct is deemed inappropriate under the circumstances or whose behavior is not conducive to a stable learning environment may be subject to the disciplinary action in accordance with the policies, methods, and procedures hereinafter set forth.

## III. DEFINITION OF DISCIPLINARY ACTION

Disciplinary action is the method and process whereby appropriate and acceptable standards of conduct and discipline are maintained. It includes the acts of counseling, restricting, withholding of privileges, and the imposition of other penalties and punishments commensurate with the particular infraction of rules and/or regulation.

## IV. DESIGNATED RESPONSIBILITIES

### Responsibilities of the Principal

In order to exercise the proper disciplinary control of the student in which he is assigned through authority granted him by the Evangeline Parish Board and the Louisiana State Law U.S. 11-416, as amended, L.A. Act 141 (1987) each school principal shall:

- 1 Inform all teachers, students and other employees of the discipline policies and procedures adopted by the Evangeline Parish School Board.
- 2 Support teachers and parents whenever possible in fulfilling the commitment made by school board policy.
- 3 Plan effective measures to help teachers and other employees understand Evangeline school laws and how they relate to the position of the teacher.
- 4 Use his professional skill and understanding to prevent small classroom incidents from becoming major problems.
- 5 Develop means of communication with parents and the community concerning discipline problems and interpretation of the state laws.
- 6 Receive, review and act upon reports from teachers regarding violations of Revised Statute 11-416 (A). Failure to act upon such report requires that the principal notify the superintendent in writing of the reasons for inaction.

### Responsibilities of the Teacher

In fulfilling his obligations to the student, the public and the profession, the teacher shall:

- 1 Recognize his work in a manner that will encourage student interest and involvement for the full period of instruction.
- 2 Be friendly, concerned, and willing to give extra time to work with students about educational as well as personal or behavioral problems.
- 3 Use his professional skill and understanding to prevent small classroom incidents from becoming major problems.
- 4 Deal justly and impartially with all students and employees.
- 5 Be loyal to the Evangeline Parish School Board policies and act the part to which he has been assigned.
- 6 Refrain from contact with a student prior to the time of school

- 7 including addresses and phone numbers, both home and emergency.
- 8 Be responsible for solving routine problems and handling conferences with parents concerning problems encountered by their children.
- 9 Be present and responsible for starting and ending classes on time.
- 10 Be responsible for the supervision of all students and controlling misbehavior wherever it may occur.
- 11 Never hesitate to call for assistance from superiors or others in school if the situation requires it.
- 12 Uniformly practice and enforce local school rules and regulations concerning conduct and make reports to principals of violations of Revised Statute 11-416(A).

### Responsibilities of the Student

- 1 In fulfilling his obligations each student shall:
- 2 Comply with all regulations of the Evangeline Parish School Board.
- 3 Provide home-room teachers with accurate personal data including address and phone numbers, both home and emergency.
- 4 Recognize the authority of all teachers and other school personnel.
- 5 Abstain from gambling, immorality, profanity, smoking, fighting, extortion, use or possession of tobacco, narcotics or intoxicating liquors, or the possession of any instrument capable of inflicting bodily harm.
- 6 Refrain from willfully damaging, defacing, or destroying school property or illegally entering school buildings.
- 7 Be regular in school attendance and on time in school in all areas of school life.
- 8 Wear appropriate dress and conform to acceptable standards of appearance.
- 9 Abide by regulations set by the school concerning travel to and from school, and on school buses, and in the use and operation of private vehicle on the school grounds (refer to policy manual):
  - a. Such private vehicles must be registered with the school and parked in the student lot.
  - b. Automobiles are to be vacated immediately on arrival and should be re-entered only at the time of authorized departure.
  - c. The parking of privately owned vehicles on school campus is by students constitutes consent by the students to the search of such vehicles by the school principal or his designee(s).

### Responsibilities of the Parent or Guardian in the School and Community

Parental rights to schools in the interest of education are encouraged. Those visits should receive authorization from the principal or other staff to help his child progress in school, a parent should:

- 1 Recognize and understand that the teacher assumes the authority of the parent while the child is in school.
- 2 Teach the child to have respect for the law, for properly constituted authority, for the rights of others, and for private and public property.
- 3 Talk to the child about school activities and share with him, and teachers an active interest in his progress.
- 4 Enforce prompt and regular school attendance and compliance with attendance rules and procedures.
- 5 Provide sufficient information to school personnel for contacting parents and/or others in case of emergency.
- 6 Look after the child's physical and mental health by providing periodic health examinations.
- 7 Attend conferences with teachers and other school personnel at times that are mutually convenient.
- 8 Show an interest in school by communicating with teachers, attending school functions and taking part in the Parent Teacher Association and other school related organizations.
- 9 Arrange time for study at home and work with the school in carrying out recommendations made in the best interest of the child.
- 10 Help the child to be tolerant of teachers and classmates whose mode of life is different from his. Encourage and guide wholesome hobbies, sports, interests and activities.
- 11 Emphasize the importance of being prepared for school work by keeping up with materials, books, and other things necessary for good school work.
- 12 Observe and enforce rules and urge the child to comply and cooperate with the school's own disciplinary action measures.

**Observation**  
**Evaluation**

NAME \_\_\_\_\_ PAID 5/22/01  
SCHOOL \_\_\_\_\_ EVALUATOR \_\_\_\_\_  
YEARS EXPERIENCE IN PRESENT POSITION 0 1 2 3 4

**N1 - Needs Improvement**

UR - Unsatisfactory performance

### A. Curriculum and Instruction

1. Administers parish approved curriculum.
2. Supervises and evaluates instruction.
3. Assumes active instructional leadership.
4. Continuously strives to meet the various abilities, talents, and interests of students.
5. Interprets testing programs properly and uses test results for the improvement of instruction.
6. Provides for a positive learning environment.
7. Utilizes community resources.
8. Displays knowledge of the teaching-learning process.
9. Initiates and promotes professional growth through such programs as in-service and faculty studies.

1. Is prompt in carrying out assigned duties.
2. Has ability to plan and organize effectively.
3. Utilizes faculty and staff effectively.
4. Uses and maintains plant and facilities effectively.
5. Directs and controls school finances.
6. Coordinates and supervises school transportation.
7. Is effective with child welfare.
8. Administers food service programs in accordance with local, state, and federal guidelines.

1. Students
2. Teachers
3. Parents
4. Control Office Staff
5. School Administrators
6. Community
7. Others

[illegible]

1897-1898

## Job Description/ St. Oak Wood Elementary

### JOB DESCRIPTION FOR PRINCIPAL

The principal is the administrator of the school and the executive office of the school board. The principal's responsibilities include:

1. To maintain a Christian influence in the school and in conjunction with the Pastor to be responsible for a program of Catholic education that reflects the philosophy of the Diocese.
2. To implement the philosophy and policies established by the parish school board, in accordance with diocesan policy.
3. To develop the instructional program in collaboration with the members of the faculty and in accordance with the Louisiana State standards.
4. To maintain a continuous program of supervision and evaluation of the instructional program.
5. To supervise the development of the athletic program and extra-curricular activities.
6. To recruit highly qualified teachers and staff.
7. To hire, have periodic evaluations with, and when necessary, fire teachers and staff in accordance with board policy.
8. To oversee the maintenance of the building so that the health, safety, and well-being of the students and teachers are not endangered.
9. To oversee all programs and organizations in the school, such as federal programs and Home and School or P.T.O.
10. To maintain public relations and communications for the benefit of the school.
11. As executive officer of the parish school board, to prepare the agenda for board meetings with the chairperson of the board.
12. To give frequent reports to the pastor and parish school board regarding the progress of the school and its pupils.
13. To prepare the annual budget for the school and to submit it to the parish school board for its approval.
14. To oversee the expenditure of operational funds as designated in the budget and present periodic financial reports to the board.
15. To perform such duties as may be prescribed or assigned by the Diocesan School Office.

**Policy Manual Excerpt/ Mt. Willow Wood Elementary****Head of School/ Duties and Guidelines****Qualifications for Position:**

1. This person shall have at least a Master's degree and hold a currently valid teaching certificate.
2. This person shall have experience as a classroom teacher.

**Duties:**

The specific responsibilities, salary and terms of employment of the Head of school shall be given in an employment contract approved by the Board of Trustees. An annual written self-evaluation by the Head that lists their accomplishments will be provided to the Board of Trustees. The Board will use this document as a tool for evaluating the work of the Head. The Board will instruct the President to write a response to the Head with its evaluation including both praise and suggestions for improvement.

The Head provides educational leadership and supervises all employees. The Head is responsible for: 1) administering the school according to the policies formulated by the Board, 2) discipline of the school, 3) acceptance or rejection of new students, 4) suspension or dismissal of current students, 5) employment and dismissal of faculty and staff.

**APPENDIX F**  
**Components of the Case Studies**

### Components of the Case Studies

The case studies will involve the following:

- 1) observations included:
  - faculty meetings
  - principal-teacher conferences
  - principal-parent meetings
  - other pertinent interactions involving the principal
- 2) interviews included:
  - principal
  - teachers
  - parent
  - key informant
  - staff members
- 3) documents included:
  - school memos and announcements
  - school demographic information
  - staff/faculty statistics
  - school handbooks

To protect anonymity, no names of schools or individuals will be linked to any of the data collected during the field study.

## VITA

Cheryl Berot Boutte was born in Baton Rouge, Louisiana on June 9, 1947 to Curtis Clarence Berot and Mary Eunice Senac. She attended Istrouma High School and graduated in 1965. She is the wife of R. Nels Boutte, married in 1969, and the mother of Kirsten Berot Boutte, born in 1980.

She holds a Bachelor of Science and a Master's Degree in Elementary Education. She also earned an Educational Specialist Degree in 1988. Currently, she is a candidate for the Doctor of Philosophy degree.

She has held positions in a number of school systems serving as an elementary teacher. Presently she is the Head of School of Epiphany Day School, an Episcopal school in New Iberia, Louisiana, and an adjunct professor at the University of Southwestern Louisiana.



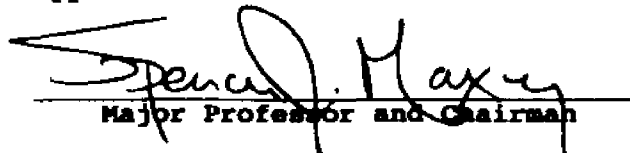
# DOCTORAL EXAMINATION AND DISSERTATION REPORT

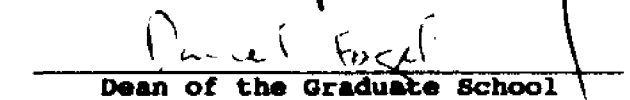
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**Major Field:** Education

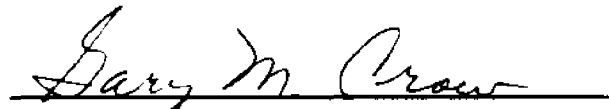
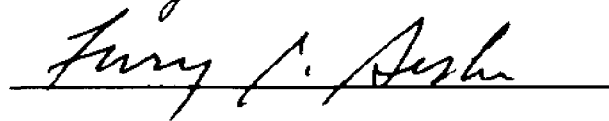
**Title of Dissertation:** Centralization and Decentralization: The Relationship of Bureaucracy, Autonomy and the Principalship in Elementary Schools

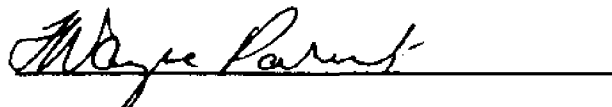
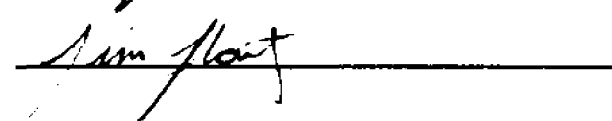
**Approved:**

  
Major Professor and Chairman

  
Dean of the Graduate School

## EXAMINING COMMITTEE:

**Date of Examination:**

July 6, 1992